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ABSTRACT

This document is both a survey of inservice training practices for police officers in the State of Texas and a manual for use in the training and education of police officers. The survey indicates that continuous training for Texas peace officers is far from sufficient while the manual provides information on developing and improving inservice training programs. Specific chapters are: (1) Police Training in Texas, (2) Police Training and Education, (3) Planning Inservice Training, (4) Departmental Police Training, and (5) Conclusions and Recommendations. Supplemental data are appended. (JS)

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TEXAS LAW ENFORCEMENT INSERVICE TRAINING: A SURVEY AND MANUAL FOR IMPROVEMENT OF INSERVICE TRAINING

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CHAPTER I

INTRODUCTION

Inservice training is on-the-job vocational and educational schooling for peace officers after they have completed recruit training. The police agency retains the responsibility of paying their personnel while the officers attend classes. The objective of inservice training is to upgrade police service by improving the job performance of the officer.

There are two distinctly different parts to inservice training: Police training and police education. Chapter Three examines the differences between the two parts, and why each is important to the inservice training program.

Police training is achieved through departmental training and outside agency police training schools. There are many police agencies that sponsor police training for officers of other departments. The training programs frequently concentrate on a single specialized area of police work. Such cooperative services are representative of the spirit of cooperation now to be found among those engaged in law enforcement training.

Departmental training is provided for officers by their own department's training staff, and offers year round potential for providing desired police training. The police chief is relieved from dependence on the time schedules of outside agency training programs.

Police educational programs are provided by junior colleges,

colleges and universities. The programs combine a liberal arts curriculum with an analytical and theoretical examination of police functions.

A shortage of funds and personnel often limit the number of officers that a police department is able to send to police training and police educational schools. When funds are not available for tuition, but the police department is willing to allow the officer to attend the school in an on-duty capacity, there are alternatives for obtaining school expenses without requiring the officer to bear the expense. Police agencies should explore the possibilities of obtaining grants and scholarships for their personnel. Aid is available from both private and government sources. Many business people, because of civic interest in their community, are now sponsoring officer participation in police training and police education programs. Community associations and organizations are also providing opportunities for scholarships.

Inservice training has a key role in the upgrading of police service.[1] The Texas Commission on Law Enforcement Officer Standards and Education has established important standards for current and future educational and training activities for Texas peace officers. In order to fulfill future state standards, police agencies must begin to plan now for their training objectives. Police administrators are not without guidelines. The President's

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[1]The President's Commission on Law Enforcement and Administration of Justice, Task Force on the Police, Task Force Report: The Police (Washington D. C.: 1967), p. 140.

Commission on Law Enforcement in their report on the Nation' police departments provided key suggestions which can be used as the beginning foremat for a solution to inservice training problems. The suggestions are that: (1) A minimum of one week of inservice training be provided for each officer per year; (2) supervisory and middle-management be given advanced educational opportunities and specialized training; (3) opportunities be provided for interested personnel to pursue their education; and (4) pay incentives be established for college education.[2] The upgrading of inservice training among Texas police departments and agencies is dependent upon police executives heeding the challenge and meeting the responsibility.

The Problem

Statement of the problem. Texas peace officers are given an inadequate amount of inservice training. Table I provides information substantiating the fact that a large percentage of Texas peace officers receive no inservice training on a yearly basis when the police department has no training staff. Table II provides an overview of pertinent police training subjects and the degree to which they are presently taught in Texas. The percentage figures shown indicate a deficiency in the teaching of these subjects. A thorough analysis of Tables I and II as

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[2] Ibid. pp. 139-141.

TABLE I.

Inservice Training Data From Police Departments Surveyed By Questionnaire

Cities surveyed are grouped into population brackets for the purpose of comparing city size with the amount of inservice training available.	Average number of sworn personnel	Average number of personnel attending other agency inservice training	Number having a training committee	Number having a training staff	Number of departments having no training staff, and the percentage of personnel who receive no yearly inservice training as a result.
Group I Population 10 to 15 thousand 16 Police Departments	16	4	4	4	12 - 75 %
Group II Population 15 to 30 thousand 20 Police Departments	30	8	2	6	14 - 73 %
Group III Population 30 to 50 thousand 7 Police Departments	56	11	1	3	4 - 80 %
Group IV Population 50 to 150 thousand 13 Police Departments	118	18	3	12	1 - 85 %
Group V Population over 150 thousand 7 Police Departments	795	39	2	7	0 - 0

TABLE II.

Percentage of Departments Offering Inservice Training in the Following Subjects:

	Arrest Procedures	Criminal Law	Search Procedures	Management	Human Relations	Supervision	Administrative Communications	Evidence	Traffic
Group I 10 to 15 thousand 16 Police Depts.	69 %	69 %	63 %	25 %	56 %	50 %	31 %	50 %	69 %
Group II 15 to 30 thousand 20 Police Depts.	85 %	80 %	75 %	20 %	55 %	55 %	30 %	65 %	85 %
Group III 30 to 50 thousand 7 Police Depts.	71 %	57 %	71 %	57 %	43 %	57 %	30 %	71 %	86 %
Group IV 50 to 150 thousand 13 Police Depts.	100 %	100 %	100 %	54 %	100 %	70 %	46 %	92 %	100 %
Group V over 150 thousand 7 Police Depts.	86 %	86 %	71 %	71 %	71 %	100 %	14 %	100 %	100 %
Total coverage of subjects by 63 Police Departments	82 %	78 %	76 %	45 %	65 %	66 %	30 %	76 %	88 %

they apply to current inservice training in Texas is made in Chapter Two.

The chief administrator of a police agency has the responsibility for inservice training.[3] He must take care in delegating training responsibilities. Ill-conceived action can be just as dangerous as apathy. Some common pitfalls are: (1) A lack of interest by the administrator responsible for inservice training; (2) a failure by the administrator to keep informed of contemporary policing techniques; (3) ill-conceived training objectives; (4) problem solving with "brush fire training"; (5) "paper training" for appearance; (6) the continued use of outdated methods and materials.

The term "brush fire training" describes the efforts of a police agency to provide training at the last possible minute, or after the crisis has occured. It is frequently poorly planned and taught because of the panic by police executives to get the program presented to many personnel in a short period of time.

"Paper training" is a pretense at inservice training by an administrator whose chief concern is to be able to say, "We have given our officers a maximum amount of training this year." Little planning is given to the quality or objectives of "paper training", and its benefits are highly problematical.

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[3]The International City Manager's Association, Municipal Police Administration, sixth edition (Washington D. C.: 1969), p. 73.

The importance of planning inservice training. The problem of inadequate inservice training for peace officers is not a recent development. In 1944, August Vollmer, very aptly cited the need and importance of inservice training for Texas peace officers.[4] The next two decades did not see any lessening of the problem. In December of 1967, the Honorable William R. Anderson, United States House of Representatives, made a speech in which he called attention to the need for higher education in the law enforcement field. He said,

> . . . few if any professions have a greater need of, or a higher claim upon higher education. The sobering fact is that most of the American law enforcement profession is presently operating at an educational disadvantage to the society it is asked to police, and the trend is not improving.[5]

Texas police agencies have a choice, just as they did twenty-five years ago. They can continue with inservice training in its present inadequate state, or they can begin to plan for the improvement and expansion of inservice training. The latter choice is dependent on planning for both direction and action. The past two decades have shown that much more than the mere recital of needs is necessary for the improvement of police training. Recent examination of the nation's police departments

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[4]August Vollmer, Report of Dallas Police Department Survey (Dallas, Texas: March - April, 1944), p. 183.

[5]William R. Anderson, "High Education for Law Enforcement", The Police Chief (Washington D. C.: International Association of Chiefs of Police, December, 1967), p. 48.

has pointed out that officers are trained to perform police work mechanically with little understanding of the policeman's role in the community or the workings of the criminal justice system.[6]

Police agencies have generally failed to provide sufficient inservice training for their personnel.[7] Continuous training for personnel of all ranks has lagged behind the technologically based curricula such as communications and scientific crime detection. But even when the lack of training has been made obviously apparent, getting the police executive to plan for current and future inservice training programs remains a serious problem.

Effective planning requires a knowledge of contemporary police techniques and procedures. It requires a modern approach to the establishment of the training program, including the means and methods of implementation. There may not be within the police agency the personnel necessary for competent planning. Such cases will require that planning for inservice training begin with the return of police administrators to schools designed to prepare experienced police officers for greater administrative and instructional responsibilities. The Federal Bureau of Investigation's National Academy offers the type of training ideal for preparing the police administrator for this goal. The cooperative services

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[6]Task Force on the Police, op. cit., p. 138.

[7]The International City Manager's Association, op. cit., p. 181.

that the Bureau provides for state and local law enforcement agencies are examined in Chapter Three.

Methods of Investigation

The following methods were used to obtain information for the study of inservice training for Texas peace officers:

1. A review of published and unpublished materials available in the research files of the Dallas Police Department's Training Division;

2. A review of published materials available through library sources, which includes books, articles and related papers presented in professional journals;

3. A questionnaire on inservice training sent to the chiefs of ninety Texas municipal police departments;

4. Correspondence with administrators of existing training programs for Texas peace officers;

5. Materials gathered from recognized authorities in the law enforcement field;

6. Personal experience as a peace officer since November of 1955, and as a police instructor with the training staff of the Dallas Police Department since August of 1968.

Training division research files. Materials found in these files have varied origins. Some have been gathered by the personnel of the Training Division, but a large portion of the material is from police agencies all over the United States who have been kind enough to share their departmental publications. A portion of the materials has been published, but a majority of the papers, articles and manuals are not published and

have been distributed only to interested police agencies. One of the outstanding manuals researched is the California Peace Officer's Training Publication, Number 72, Law Enforcement Training In California. Others that offered pertinent assistance were, Survey of Police Training by the Texas Police Association, and Training - How We Do It, by the Cincinnati Police Department. The availability of these materials has added greatly to the creditability of this manual.

Library sources. There have been numerous articles and books written on the subject of police education during the past decade. Many of these have touched on the topic of inservice training and its various facets. Although no single book elaborated on the subject of inservice training, each in its own way helped in the assimilation of information.

Professional journals on law enforcement have helped to emphasize the importance of inservice training, and have made available information on many of the latest techniques and procedures. Some of the more outstanding of these publications are the F. B. I. Law Enforcement Bulletin; The Police Chief; The Journal of Criminal Law, Criminology and Police Science; Texas Law Journal and Law and Order.

A great deal of understanding concerning the need for inservice training is found in the President's Commission on Law Enforcement and Administration Task Force Report: The Police. The need for specialized training programs as a part of continuous training for police officers of all ranks is aptly pointed out in the Report of the National Advisory Commission

on Civil Disorder. Official government publications such as these have aided police educational efforts by researching the problems and bringing focus to bear on the shortcomings of current inservice training programs.

The questionnaire. To obtain information on the status of inservice training programs in Texas a questionnaire was mailed to the police chiefs of ninety Texas cities. Each city sent a questionnaire represented a minimum population of ten thousand people. Each city represents a metropolitan center where concentrations of people and wealth are located.

The thoughts and comments of the many chiefs of police that answered the questionnaire have provided an indication of the current trend of inservice training in the State of Texas. The responses indicated a keen awareness of the need to expand inservice training. The data collected from the questionnaire is reported in Chapter Two.

Correspondence with administrators of existing training and educational law enforcement programs. Emphasis on law enforcement training in the State of Texas has increased in recent years. The pace in establishing new law enforcement educational and training facilities has been anything but slow. Many directors and administrators have not had adequate opportunity to make public their activities. In some cases newly established police science curriculum have been publicized only in their own local area. This fact necessitated correspondence with administrators of existing educational programs so that a thorough analysis of educational and training opportunities could be made.

Recognized authorities in the field of law enforcement. Information gathered from the many experts throughout the criminal justice system has served to broaden the scope and objective of inservice training. Much useful information was gathered at lectures and special training sessions. The most outstanding of these was the 1969 Inter-Agency Workshop for the criminal justice system at Sam Houston State University.

Purpose of the Manual

It is characteristic of many police departments to charge blindly into inservice training as if there were no tomorrow. Suddenly faced with the knowledge that there is an immediate need for training, knowledge often gained through crisis, police administrators race to establish on paper the fact that their personnel are properly trained. Realistic benefits from this type of training are questionable. The competent police administrator seeks training for his personnel that is meaningful.

The recent trend for selecting the best men available for police candidates has greatly increased the potential benefits to be gained from continuous training for police personnel throughout their entire career. The advantages of selective recruiting have been aptly stated by J. Edgar Hoover, Director of the Federal Bureau of Investigation. His descriptive comments provide an insight of the caliber of trainee that is available for inservice training because of selective recruiting. Though his thoughts are indicative of the need for upgrading recruitment, they also offer

something of a challenge in police training.

> This is the age when police officers must be intelligent, articulate, and able to communicate effectively in writing. The officer's prior educational background must be such that he can absorb and understand legal fundamentals so his actions will be within the letter and spirit of the law. Legal problems facing the police are so complex that the success of the "drop-out", who did not continue his education, in applying legal concepts to actual police operations is problematical. Written communications, including letters to the public and reports, are becoming increasingly important in police work. There is normally definite correlation between a man's formal education and his ability to express himself in writing.[8]

If police candidates are chosen on the basis of their ability to cope with the complexities of the society they serve, then police agencies must be prepared to offer them continuous quality training that will preserve their ability to correctly interpret the letter and spirit of the law. It is because of the continuing need for effective inservice training that this manual has been prepared. The manual is designed to serve the following objectives:

1. To demonstrate the lack of and the need for improving and expanding inservice training.
2. To examine federal financial assistance that is available for law enforcement training and education.
3. To assist police agencies with their planning for inservice training.

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[8]J. Edgar Hoover, "Police Management-Recruitment and Selection of Personnel", F. B. I. Law Enforcement Bulletin (Washington D. C.: October, 1966), p. 16.

4. To familiarize police agencies with departmental training.

As the objectives of this manual indicate, information, suggestions and standards for the operation of inservice training, are the focal points. The manual is not meant to be an exact "how to do it" system, nor is it a text book on law enforcement work. The purpose of the manual is to examine and suggest ways in which police officers may be adequately trained and educated.

CHAPTER II

POLICE TRAINING IN TEXAS

Interest in police training in Texas has probably reached its highest level during the 1960's.[9] Much has happened to stir police management into active participation in training programs. Far reaching court decisions and civil unrest have placed increasing demands on police service. But the most meaningful event, and perhaps the catalyst of other problems, has been the urbanization of the Texas population.

A report on Texas police departments in 1959 noted that the State had been transformed from a rural state to an urban state. The report indicated that urbanization had caused the task of municipal police departments to increase in size and complexity.[10] The massing of people in the cities has required that the average police officer provide service for a greater number of people in an ever increasing number of ways. Tasks traditionally performed, such as traffic duties, the handling of public nuisances and the apprehension of public enemies, were no longer an officer's sole concern. A massing of public problems and demands brought

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[9]Commission on Law Enforcement Officer Standards and Education, Texas Police Journal (Dallas, Texas: Texas Police Association, March, 1966), p. 16.

[10]Municipal Police Administration in Texas: A Survey (Austin, Texas: Institute of Public Affairs, 1960), foreward.

pressures before unfelt. It became apparent that for an officer to be effective, he must be part doctor, lawyer, social worker, teacher, psychologist and public relations man.[11]

As a result of the growing demands on police service, peace officers throughout the nation have sought to improve the quality of police service. Vocational and educational programs for policemen have helped to improve public service.[12] However, because training is a constant and never ending process, failure to maintain continuous inservice training downgrades the ability to function. In speaking out against the lack of inservice training among the Nation's police departments, the late Senator Robert F. Kennedy pointed cut that placing a rookie policeman with a veteran officer did little to promote the development of the rookie's knowledge when the veteran officer received probably less than three days yearly inservice training. Senator Kennedy cited the experts, saying that at least two weeks of special courses yearly are a vital necessity for veteran officers.[13]

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[11]Roy Barrera, "Needs of Police Officer", Texas Police Journal (Dallas, Texas: Texas Police Association, October, 1968), p. 6.

[12]Forrest E. Deene, "Law Enforcement is the People's Business", Texas Police Journal (Dallas, Texas: Texas Police Association, January, 1968), p. 4; also, A. C. Germann, "Education and Professional Law Enforcement", The Journal of Criminal Law, Criminology and Police Science (Baltimore: December, 1967), p. 606.

[13]Robert F. Kennedy, "Crime in the Cities: Improving the Administration of Criminal Justice", The Journal of Criminal Law, Criminology and Police Science (Baltimore: June, 1967), p. 144.

Prominent spokesmen in law enforcement had for years advocated the need for adequate training for veteran officers.[14] Senator Kennedy's comments added fuel to a fire that was already burning brightly in Texas.

Texas law enforcement officials and educators had been busy since the early sixties actively seeking passage of legislation that would establish minimum officer training standards.[15] In August of 1965, with the aid of Jack Hightower of the Texas Legislature, a bill was passed that created the Texas Commission on Law Enforcement Officer Standards and Education. In the beginning, the Commission was dependent on private grants and the possibility of a grant from the Office of Law Enforcement Assistance of the United States Attorney General's Department.[16] A regular appropriation from the Texas Legislature was not forthcoming until September 1, 1967.[17] It was then that the Commission was able to officially get under way with the appointment of a director and four staff members.[18]

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[14]John Edgar Hoover, F. B. I. Law Enforcement Bulletin (Washington: United States Department of Justice, April, 1936), p. 1.

[15]Glen H. McLaughlin, "Officer Standards and Training Law, Culmination of Five-Year Effort", Texas Police Journal (Dallas, Texas: Texas Police Association, July, 1966), p. 12.

[16]Ibid., p. 13.

[17]Ibid.

[18]Wallace D. Beasley, "Police Education in Texas: A Status Report", Texas Police Journal (Dallas, Texas: Texas Police Association, October, 1968), p. 15.

Texas Commission on Law Enforcement Officer Standards and Education

Empowered by the Texas Legislature in 1965 the Commission was directed to make studies of Texas law enforcement training methods and standards, and then to make recommendations to the Governor and Legislature for the establishment of minimum standards.[19] The establishment of minimum standards was to include the certification of peace officers and law enforcement instructors. Also, the Commission was directed to conduct research in the field of law enforcement and to recommend curricula for advanced courses and seminars to be conducted at junior and senior colleges.

The Commission became very active in fulfilling its responsibilities following the appointment of its executive director, Mr. Wallace D. Beasley. By the fall of 1968 the Commission had been instrumental in: The establishment of regional training centers in Texas; assisting in efforts to provide training for police instructors; the preparation and distribution of instructional material for training purposes; assisting Texas police academies to meet the required minimum standards of training so they could be certified by the Commission; and taking an active part in the planning of future training projects and objectives.[20]

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[19]Legislative Report - Senate Bill 236, Texas Police Journal (Dallas, Texas: Texas Police Association, July, 1967), pp. 11-12.

[20]Wallace D. Beasley, op. cit., pp. 15-19.

To establish standards for the professional rating of Texas peace officers the Commission designed a system that grades an officer's qualifications according to his training, years of experience, and formal education. There are three levels of professional achievement. They are classified as: (1) The Basic Certificate; (2) The Intermediate Certificate; and (3) The Advanced Certificate. Each of these certificates are awarded on a basis of the individuals length of service, police training and higher educational pursuits at colleges and universities. The specifications for awarding these certificates are shown in Appendix A.

The Commission also established specifications for the qualification of police instructors. Police officers may qualify for either a Class A or Class B certificate. To receive a Class A certificate the officer must be a full time police academy instructor. Class B certificates are awarded to officers who are not assigned to a police academy, and who teach only on a part-time basis. Appendix B contains the specification for awarding these certificates.

A law enforcement code of ethics has been adopted by the Commission, and can be seen in Appendix C. Each Texas peace officer is required to attest his personal subscription to the code before being certified.

In May, 1969, the Texas Legislature amended the 1965 Act that had first established the Commission. The portion of the amended Act which describes the scope of the Commission's power and authority is shown in Appendix D. The entire Act, including the recent amendments, has been codified as Article 4413 (29aa) V. C. S.

Administrative Dilemma

In recent years there have been increased opportunities for the police administrator to study management procedures, budget control and staff planning through inservice training.[21] Police executives have had a fair opportunity to examine their department's shortcomings in the light of new knowledge. A part of this new knowledge has been the discovery of the need for accelerated progress in all phases of training for peace officers. The following premise on inservice training has been accepted:

> There is no more important consideration today than the education of our police personnel and the raising of our standards on every front, and the specialization that must come if we are to have the kinds of law enforcement we envision for the future.[22]

The acceptance of this premise has been easy for progressive minded police administrators, but progress in implementation has been greatly hampered by administrative dilemmas.

The police executive of the 1960's is confronted with the dilemma of how to upgrade police service within the confines of a fixed budget. The President's Task Force on the Police reported that "most police

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[21]David McCandless, "Advanced In-Service Training", The Police Year Book - 1961 (Washington D.C.: International Association of Chiefs of Police, 1961), p. 186.

[22]Bernard C. Brannon, "Need for Accelerated Progress in Training", The Police Year Book - 1961 (Washington D. C.: International Association of Chiefs of Police, 1961), p. 191.

departments are plagued by a shortage of resources of all kinds: Skilled personnel, money, modern scientific and technological equipment."[23] Texas police departments are no exceptions to this statement. When asked to comment on inservice training, one Texas police chief replied, "The biggest problem is convincing the city government of the real and immediate need of expanding all police functions in order to keep up with the problems we continually are being confronted with."[24] When asked the same question another chief replied, "You name it, we need it."[25]

The magnitude of the increasing crime rate, and the possibility of its continuing upswing in the 1970's have given emphasis to the obvious need for career development among police agencies.[26] But unfortunately law enforcement administrative desires have not been readily heeded by the governments to which they answer. It has been noted that operational procedures for a police department are not unlike those of private industry.[27] If this premise is to be applied to police agencies, then city

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[23]Task Force on the Police, op. cit., p. 62.

[24]See Appendix E, item eight (8) on the questionnaire. This quote is from the comment section on the inservice training, and since the statement was made in confidence the writer's name will remain anonymous. A complete list of these comments is located in Appendix G.

[25]Ibid.

[26]Bernard C. Brannon, op. cit., p. 190.

[27]Task Force Report on the Police, op. cit., p. 2.

governments must be prepared to accept the fact that a lack of qualified management personnel, and a lack of capital to handle an expanding market, added to a shortage of facilities from which to conduct business, constitute signs of bankruptcy.

Shortages of personnel, inadequate training, the absence of expertise, a bare minimum of equipment and facilities are all a part of the police administrator's dilemma. Relief from any one of these problems does not solve the overall problem. Properly trained personnel are of little value as crime deterrents without modern police equipment and an adequate base of operations. Likewise, the finest equipment and headquarters are but tools for the gathering of dust without the expertise to implement their use.

No single problem can be realistically chosen as the one that takes top priority in an effort to upgrade police service. All inadequacies require attention, and the degree of attention will depend on the individual police agency. However, a major part of the administrative dilemma, and the concern of this manual, is the lack of inservice training for police personnel. Only a small percentage of the Nation's police departments provide inservice training for their peace officers.[28] The few that have inservice training are usually the large metropolitan police departments, and even they have failed to offer intensive advanced training programs.[29] A

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[28] Ibid., p. 139.

[29] Ibid., p. 140.

government report on how police departments have reacted to situations of civil disorder and rioting has highlighted the lack of specialized training given to police officers.[30]

City governments cite the necessity of keeping taxes low as a part of their responsibility to public office. In Texas the effect of penny pinching for police service is beginning to result in signs of inadequate police service.[31] Alarmed citizens are beginning to awaken to the fact that repressing taxes does not go hand in hand with repressing crime.[32] Mr. Citizen is wondering where the police protection is that he once took for granted.

If the public is unaware of the dilemma troubling police administration, then it should be openly informed of the facts. Police agencies can be successful when they have sufficient capital to meet productivity goals (the repression and apprehension of criminal activities), and provide a marketable product (a feeling of security for Mr. Citizen). If the public is aware of the dilemma, then it must be continually reminded that dilemmas offer no preferable choice when a police administrator considers how to upgrade police service.

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[30] President's Commission, Report of The National Advisory Commission on Civil Disorders (Washington D. C.: Executive Order No. 11365, March 1, 1968), p. 174.

[31] The Dallas Morning News, "Residential Burglaries", November 21, 1969, section A, p. 1.

[32] Ibid.

The Trend of Texas Inservice Training

In 1959, the Institute of Public Affairs undertook a survey of Texas police departments. The survey focused on the subject of Municipal Police Administration, but a part of the report dealt with inservice training. Of the 118 police departments contacted, 46 or 39 per cent had organized departmental inservice training programs.[33] Also, out of a total of 128 police departments, 92.7 per cent granted leaves to their personnel to attent colleges and other institutions for the purpose of continuing and specialized training.[34] The figures cited must be used with caution if compared with the data that follows on inservice training, because the 1959 survey did not provide a description of inservice training and its various facets.

In order to provide a current analysis of inservice training in Texas a survey was made by mailing a questionnaire to ninety Texas police departments. A copy of the questionnaire is shown in Appendix E. Approximately all cities having 10,000 population or greater, were sent a questionnaire. The responses are representative of current police administrative efforts to provide inservice training to a major portion of Texas peace officers.

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[33]Institute of Public Affairs, op. cit., pp. 36, 38.

[34]Ibid., p. 36.

The Questionnaire. The questions contained in the questionnaire were chosen from an extensive list. For a majority of police administrators, time is a scarce commodity. Due to the current trend of scrutinizing police departments and their personnel, many police chiefs are deluged with questionnaires. In order to keep the time required to answer the questionnaire to a minimum, the length was limited to one page, with a majority of the responses requiring only a check mark or a number.

The following points were chosen as pertinent indicators of the trend of Texas inservice training:

1. Size of the department.

2. A rating of the department's inservice training program.
   a. Sufficient, insufficient, needs expansion.
   b. Do not have one.
   c. Need one.
   d. Do not need one.

3. What areas of training are provided for personnel.

4. Are officers allowed to attend other agency inservice training, and if so, how many per year.

5. Does the department have a training committee, and if so, how many personnel are on the committee.

6. Does the department have a training staff, and if so, how many personnel are on the staff.

7. The areas of training that are felt to be pertinent in coping with modern police problems.

8. Any comments that would aid in improving inservice training for police officers.

The Response. Table III provides an overview of the number and

TABLE III.

Number and Percentage of Police Departments

Replying to the Questionnaire

Grouping of police departments according to the population size of the city served.	I	II	III	IV	V
Estimated size of city population in the thousands.	10 to 15	15 to 30	30 to 50	50 to 150	over 150
Number of police departments sent a questionnaire.	32	25	12	14	7
Number of police departments that responded.	16	20	7	13	7
Percentage of responses.	50 %	80 %	58 %	93 %	100 %

Total number of police departments sent a questionnaire: 90.

Total number of responses: 63.

Total percentage of responses: 70 %.

percentage of police departments that completed and returned the questionnaire. The total return was 70 per cent. The police departments that answered the request for information concerning their inservice training activities have been divided into five groups for the purpose of analyzing the responses. Each division represents a numerical estimation of the population a police department in that group serves. By grouping the departments in this manner, an analysis of the inservice training effort in relation to the average size police department of each group was possible. The data that is presented is an averaging of each group's responses to the questionnaire. Table I on page four, and Table II on page five, provide an overview of the statistical figures that were computed for each group.

The police departments that were sent a questionnaire are listed by name in Appendix F. This list is also divided into population brackets, and indicates the names of departments who answered the questionnaire, and those that filed to respond.

Group I, city population of ten to fifteen thousand. There were sixteen police departments that responded to the survey in this group. They reported that on a yearly average 25 per cent of their police officers are sent to other outside agencies for inservice training. The remaining 75 per cent are dependent on their department's training staff for the new techniques, knowledge and skills that are necessary for keeping police functions contemporary. But only four of sixteen departments have a

training staff. So twelve of these police departments have no way of providing yearly inservice training for 75 per cent of their personnel. The combined efforts of all departments in this group provide for yearly inservice training for only 112 officers out of a total of 256.

When asked to rate their own inservice training programs only one of the sixteen police departments rated their efforts as sufficient. Table IV reports the self-rating of each of the five groups to this question.

The feeling of inadequate inservice training expressed by the fifteen police departments of Group I is supported by the analysis of their effort to teach the listed law enforcement subjects in Table II. The highest average percentage attained for any subject being taught among those listed is 69 per cent.

Group II, city population of fifteen to thirty thousand. Table IV shows that three of the twenty police departments that comprise this group feel their present efforts to provide inservice training to be adequate. The remaining seventeen expressed concern over their efforts and voiced a need for expansion. The following facts were compiled from the answers of these twenty police departments to the questionnaire on their inservice training efforts:

1. Only six of the twenty police departments have a training staff, and only two a training committee.

2. An average of only eight personnel out of an average department of thirty men receive yearly inservice training from other agencies.

TABLE IV.

Police Department Self-rating

On Inservice Training

Group Number	Sufficient	Insufficient Needs Expansion
I	1	15
II	3	17
III	1	6
IV	3	10
V	0	7

3. Only the six police departments with a training staff have the potential of offering all their personnel year round inservice training.

4. The fourteen departments without a training staff allow 73 per cent of their personnel to go without yearly in-service training.

5. The average yearly number of police officers in this group that receive no inservice training is 374 out of a total of 600.

6. The efforts of this group to teach pertinent law enforcement subjects to their personnel is inadequate. Subjects such as Human Relations, Supervision, Administrative communications and Management are neglected. Table II on page five provides the average effort of these twenty police departments to teach the listed law enforcement subjects.

Group III, city population of thirty to fifty thousand. The seven police departments in this group average eleven men per department sent to other inservice training. In size the departments average fifty-six officers. The eleven officers sent to other agency inservice training represent 20 per cent of the force. The remaining 80 per cent are dependent upon their departmental training staff for training needs. Three of the agencies have a departmental training staff, and one of these three has a training committee. The four departments lacking a training staff allow 80 per cent of their personnel to go without yearly inservice training. The overall efforts of this group provide some form of advanced or refresher training for 212 officers out of a total of 392. The remaining 180 men are dependent on their own initiative to keep abreast of changing police technology.

Table II reveals the average effort of the seven police departments in Group III to provide training in the nine listed instructional subjects. Traffic instruction rates the highest with an average of 86 per cent. Administrative Communications received the lowest average effort with a reported 30 per cent. It is disturbing to note that the average instructional effort on the subject of Human Relations is only 43 per cent. But this is probably part of the reason the police agencies in Group III have expressed concern over their inservice training efforts. Table IV shows that six of the seven departments realize their efforts to be inadequate.

Group IV, city population of fifty to one-hundred and fifty thousand. This group is composed of larger police departments and the amount of inservice training is greatly increased over that of the first three groups. There are thirteen departments in this group, and twelve have training staffs. The departments average 118 officers and from this total manage yearly to send eighteen of their personnel to other agencies for inservice training. The total number of sworn personnel of these thirteen police departments is 1534. Of this number an average of 100 do not receive yearly inservice training. The department without the training staff is responsible for the minus in this group's effort to have inservice training for all of its officers.

The effort of this group to teach the instructional subjects listed in Table II is good overall. But improvement is needed in the instruction of Management and Administrative Communications. Both of these subjects

are very important to the effective growth of a police agency.

Group V, city population over one-hundred and fifty thousand. The seven police departments in this group represent the largest police departments in Texas. Each has a training staff, and two have training committees. The average department size is 795 officers, and the average number of officers sent yearly to other agency inservice training is 39 per department.

This group offers the best potential for providing adequate yearly inservice training for their personnel. But the group's instructional efforts are poor when compared to the needs of personnel to become and remain adequately trained and educated. The group's efforts for nine pertinent law enforcement subjects are shown in Table II. Administrative Communications, Management, Supervision and Human Relations are sadly neglected.

Areas of training pertinent to current police problems as chosen by Texas police chiefs. Item seven of the questionnaire afforded the police chiefs an opportunity to express what areas of inservice training they felt important in preparing and maintaining a police department capable of coping with current police problems. Table V gives an overview of the response from the five categories of police departments.

The six instructional areas listed on the questionnaire were picked because of their obvious relationship to many of the current problems confronting police departments. A space on the questionnaire was provided

TABLE V. Areas of training that police departments surveyed by questionnaire feel are pertinent to todays problems.

Instructional Topics	Topics suggested by individual departments.									
	Riot	Sensitivity Training	Management	Supervision	Arrest Procedures	Search Procedures	Traffic	Investigative Techniques	Public, Human Relations	Records, Report Writing
Group I : Population 10 to 15 thousand. 16 Police Departments	50%	62.5%	25%	56%	75%	56%	12.5%	6%	12.5%	-
Group II: Population 15 to 30 thousand. 20 Police Departments	80%	55%	45%	85%	70%	65%	-	5%	10%	5%
Group III: Population 30 to 50 thousand. 7 Police Departments	43%	43%	14%	57%	71%	71%	14%	14%	43%	-
Group IV: Population 50 to 150 thousand. 13 Police Departments	93%	85%	70%	85%	70%	70%	15%	23%	15%	15%
Group V : Population over 150 thousand. 7 Police Departments	57%	57%	71%	86%	57%	57%	-	-	14%	-
Total percentage of all surveyed departments indicating need for subject.	68%	62%	44%	75%	70%	63%	1%	1%	1.5%	0.5%

for the addition of other instructional subjects, but response was sparse. The topics suggested by individual departments are shown in Table V.

Table V reflects the group response in percentages. It is interesting to compare these figures, which represent what each group thinks is important, to the figures in Table II, which represent what the group is actually doing to train their personnel. For example, Group II's highest average instructional effort is 85 per cent and the subject is Traffic, yet none of the twenty police departments in this group felt it important enough to mention Traffic as a pertinent training subject for solving current problems. There is an apparent lack of direction in achieving desired goals.

Personnel growth of Texas police departments during the past decade. The growth of Texas police departments in all five of the categories of police departments in this survey has been extensive during the past ten years. Table VI provides an overview of the average percentage growth in personnel of each group. The figures representing the average size of a police department in 1959 for each group were compiled from information contained in a survey made in that year.[35] Projecting this growth trend into the future gives every indication that both large and small Texas police departments can expect to have the responsibility of providing inservice training for an ever increasing number of personnel.

Comments on inservice training by Texas police chiefs. The last

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[35] Ibid.

TABLE VI.

Growth in Police Personnel 1959-1969

Police department grouping according to the city population that is served.	Number of police departments used to obtain the percentage of growth.	Average size of the police department in 1959.	Average size of the police department in 1969.	Percentage of growth during the ten year period.
Group I 10 to 15 thousand	12	13	17	31 %
Group II 15 to 30 thousand	14	20	30	50 %
Group III 30 to 50 thousand	5	32	56	75 %
Group IV 50 to 150 thousand	9	95	120	26 %
Group V over 150 thousand	7	490	795	62 %

item on the questionnaire was a request for comments that would be pertinent towards improving inservice training for Texas peace officers. Only a few departments responded, but those that did expressed very positive feelings about their involvement in training. Most of the comments expressed an awareness of a certain problem. Some offered suggestions as to how to provide inservice training. A listing of their comments is contained in Appendix G. The problems cited ranged from a lack of inservice training available to small city police departments to the inability of the police administrator to convince his city government of needed improvement.

Conclusions drawn from questionnaire. The following statements are based upon the data compiled from the sixty-three questionnaires:

1. Texas police departments advocate and support inservice training for their officers.
2. They do not feel their inservice training efforts are adequate.
3. Far too many departments are without a training staff.
4. Few departments have a training committee.
5. Only a small percentage of police officers are sent to other agencies for inservice training.
6. When a department has no training staff a majority of its personnel do not receive yearly inservice training.
7. Many departments are not receiving police training in law enforcement subjects pertinent to the maintenance of an efficient police agency.
8. Some departments feel little need for training in the areas of Supervision, Management, Human Relations and Administrative Communications.

CHAPTER III

POLICE TRAINING AND EDUCATION

There is a distinct difference between police training and police education. While both are concerned with the goal of improving the professional competence of the police officer, police training concentrates on the "how" of law enforcement, and police education focuses on the "why".[36] Occasionally there is an overlapping between the two and police instructors find themselves explaining the "why", while educators broach the "how". But even so, police training and education remain different in curriculum design.

Police training is conducted at police facilities or special schools established for police training. The instructional topics are taught by police instructors who are qualified on a basis of their field experience, knowledge of subject, and knowledge of related subjects. When the need arises for instructors with special knowledge and skills, professional educators are used to supplement training staffs, but they are generally used only as part-time instructors.

The curricula for police training places emphasis on the "how to do" police work. Specific methods and procedures are stressed with an aim toward establishing obedience to operating procedures, policies and

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[36]Vern L. Folley, "The Sphere of Police Education", Law and Order (New York: Copp Publication, Inc., February, 1967), pp. 16-18.

laws. The training is a conditioning of the individual for rapid response in a prescribed manner. The best overall solution is taught for a static situation without the involvement of all of the possible variables. However, police training does not attempt to regiment officers into unthinking robots with explicit programed reactions. Recognition is given to the need for independent judgement, because of the complicated task of police service.

The policeman's part in contemporary law enforcement is complex and at times frustrating. Given the primary task of dealing with criminals in action, the officer finds that the majority of his time is spent on daily transactions designed to prevent crime, and a wide variety of regulatory functions not concerned directly with criminals. These latter duties have made the policeman the representative of government in matters not clearly criminal in nature. The tasks of settling disputes, finding missing children and helping drunks have involved the policeman in social behavioral and political problems which do not lend themselves to direct suppressive action. The ideological conflicts confronting the police officer have found him inadequately prepared to use therapeutic and preventive ideologies.[37] It is this inability that has focused attention on the importance of police education.

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[37]Elmer H. Johnson, "Interrelatedness of Law Enforcement Program: A Fundamental Dimension," The Journal of Criminal Law, Criminology and Police Science (Baltimore: December, 1969), p. 509.

Officers obtain police education from the junior colleges, colleges and universities that have established a law enforcement program. The police education program combines a liberal arts curriculum with highly professionalized courses, but which are not vocational in nature.[38] Police education provides law enforcement with an opportunity to explore and conceive new ideas. It enables an officer to recognize the social and psychological significance of what he does.[39] It is the balancing force that prevents police training from becoming a rigid structure of "how to do it" systems. Police education aids an officer in choosing a course of action that will protect life and property without destroying human dignity. The realization of this objective will do much to improve the image of the police officer and will ease the harshness of his role as adversary to individualism, a role into which he is constantly being thrust by the society he serves.

Ideally, an officer should first receive a police education, because training goals can then be achieved with greater ease.[40] However, neither police education nor police training can be labeled as most important, for an officer needs to be adequately trained as well as adequately educated.[41] Figure 1 provides an overview of police education and police training as

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[38]Vern L. Folley, op. cit., p. 221

[39]Ibid., p. 18.

[40]Ibid.

[41]Charles W. Tenny, Jr., "Education for Law Enforcement," Trial (New York: American Trial Lawyers Association, October-November, 1968), p. 20.

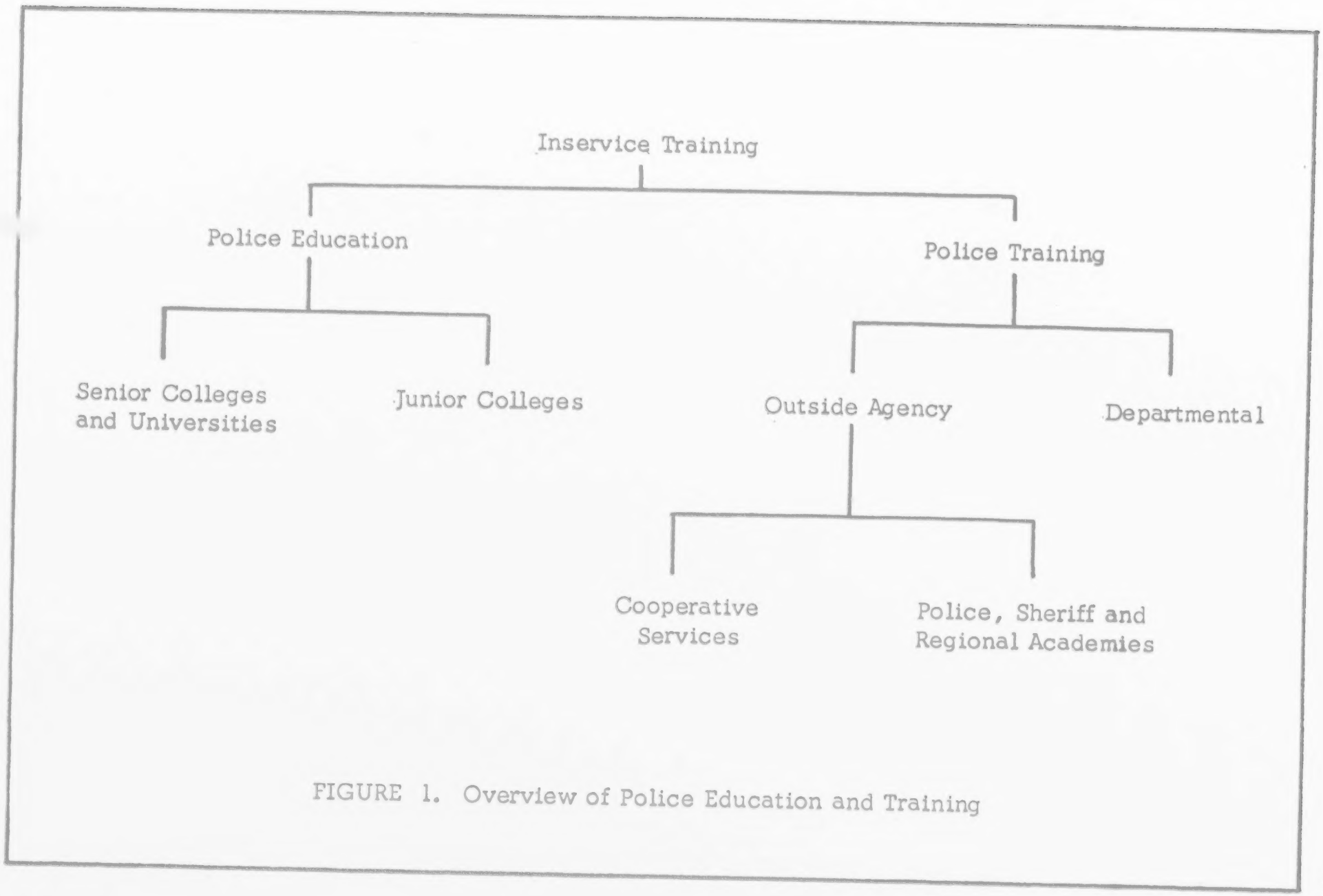

FIGURE 1. Overview of Police Education and Training

they fit in the overall plan of inservice training. Both have important roles in the professionalization of policemen.

A recent veteran from Viet Nam while contemplating a career in law enforcement, expressed the belief that police officers need better equipment, and the equipment is education.[42] This same belief is shared by Texas police departments, as is evidenced by their active participation in career development programs.[43]

Presently there is little police education available for officers through inservice training. In most cases officers are required to attend classes on their own time. But, they are reimbursed tuition upon successful completion of courses and given incentive pay for designated totals of college credits.[44] Police departments are making shift arrangements, and colleges are making adjustments with their teaching schedules in order to encourage officer participation in police education.[45] Police education on an inservice basis does exist, but it is limited.[46] It is likely that

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[42] Ibid., p. 19.

[43] Thompson S. Crockett and John Moses, "Incentive Plans for Law Enforcement Education", The Police Chief (Washington D. C.: International Association of Chiefs of Police, August, 1969), p. 50.

[44] Ibid.

[45] Dorothy Foagerstrom, "Education by Degrees", Law and Order (New York: Copp Publications, Inc., February, 1968), p. 14.

[46] The Dallas Police Department provides inservice police education for its personnel on a limited basis. Examples are: The School of Police Supervision by the Southwestern Law Enforcement Institution on the campus of Southern Methodist University and the Criminal Justice Inter-Agency Workshop at Sam Houston University.

inservice police education will expand as time and money allow, because of the growing need for a cadre of police personnel with executive potential.

The improvement and expansion of police training and police education can best be achieved through a tri-level structure of programs in law enforcement.[47] It should consist of:

1. Junior colleges to provide a basic professional education. They would serve as the springboard for entrance into four year colleges and universities. Officers, or potential officers, will be given an understanding of the important role they play in the social order of the community, and the welfare of the individual.

2. Four year colleges or universities offering professional programs leading to bachelor, masters, and doctorate degrees. This would be the primary setting for research and scholarship. From here would come the leaders of tomorrow, and the cadre of teachers for the profession.

3. Law enforcement training schools for vocational education. All phases of police training would be covered by both departmental training and outside agency schools and academies.

These three levels of law enforcement educational and training programs should be integrated and corrdinated. The sequence of attendance is not important. However, it is important that the two disciplines achieve harmonious relations. A recent survey implies that there is room for improvement. Out of 287 police departments only 27 per cent furnish instructors to aid educational programs in colleges and universities, and

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47 Charles W. Tenny, Jr., op. cit., p. 20.

only 23 per cent use college professors to assist in police training.[48]

Colleges must be made aware of the special problems inherent to police work. Supplying this information can best be done by police officials. Law enforcement cannot afford to wait for educators to seek out police needs and offer solutions. Police administrators must take advantage of every opportunity to promote educational and vocational programs for their personnel.

Cooperative Services

Cooperative services from other agencies and colleges are providing police training and educational opportunities for Texas peace officers. Participation in these programs is a requisite for their continuation. Peace officers must demonstrate a willingness to be a part of these programs, and law enforcement officials must do their part to motivate participation. These programs offer police agencies an opportunity to increase the amount of yearly inservice training presently being provided for their personnel.

Cooperative services for police training are available at each level of government. There are a number of agencies at the federal, state, regional, county and city level of government involved in a common goal: To provide adequate police training for Texas peace officers.

An example of federal effort to provide adequate training for all

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[48]Dorothy Foagerstrom, op. cit., p. 80.

peace officers is exemplified by the Federal Bureau of Investigation. The training policy of the bureau is founded on the belief that local, state, and federal law enforcement must work in close cooperation if they hope to fulfill their obligations.[49] For proof of this belief, one need only to examine the twenty-six schools already scheduled during 1970 for the State of Texas.[50] The schools will offer training over such subjects as firearms and defensive tactics, legal matters, police investigations, basic law enforcement, fingerprint classification, management and report writing. The Bureau has made available some 1500 highly trained and skilled police instructors to staff their training programs.[51]

In addition to the many schools and seminars conducted by the Bureau, its Training Division assists local training facilities by providing visual aids, articles and pamphlets for police training. The Bureau's National Academy provides ". . . an intensive twelve week course designed to prepare experienced police officers for greater responsibilities in their respective departments."[52] The services of the Training Division,

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[49]John Edgar Hoover, F. B. I. Annual Report - 1969 (Washington D. C.: U. S. Department of Justice, October 29, 1969), p. 27.

[50]Wallace D. Beasley, Executive Director, Texas Commission on Law Enforcement Officer Standards and Education, "State Wide Calendar of Schools", letter dated January 8, 1970.

[51]John Edgar Hoover, 1969 Annual Report, op. cit., p. 27.

[52]Ibid.

and attendance at the Academy are without charge, and travel and subsistence allowances are now provided for those attending the Academy.[53]

The Texas Department of Public Safety is representative of the State's effort to provide cooperative services. The Department of Public Safety (D. P. S.) has made many contributions to police training. The same law that created the D. P. S. in 1935, allowed for the establishment and operation of training schools for selected county and municipal police officers.[54] Since then, D. P. S. has regularly conducted field training programs with registration limited only by the physical plant capability. The Department currently has eleven schools scheduled for 1970 with instruction in narcotics, basic law enforcement, and police supervision.[55]

Regional police academies are a recent advent to cooperative services. They are a product of county and city effort to provide police training. Their inception has given many cities an opportunity to allow their police officers to participate in a variety of training programs. The regional academies are representative of the good that can result from intergovernmental cooperation in solving a problem common to all participants.

The Regional Police Academy of the North Central Texas Council of Governments is representative of city, county and regional efforts to

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[53] Ibid., p. 28.

[54] Texas Police Association, "Police Training (Unpublished article: Seminar at Tyler, Texas, June 15-18, 1958).

[55] Wallace D. Beasley, "State Wide Calendar of Schools", see note 50.

provide cooperative services for police training. Since the Academy's organization in 1968, it has assisted twenty-one cities with the training of their officers.[56] The Academy expanded its facilities in 1969, and is expecting continued growth during 1970.

There are a growing number of junior colleges and colleges providing the cooperative services necessary for the establishment of law enforcement curriculums. A list of those with curricula already established is contained in Appendix H. However, the schools listed are not the only sources open to police departments who wish to provide police education for their personnel.

All colleges with liberal arts curricula have educational opportunities for officers. Courses that are common to a basic college education are applicable to the field of law enforcement. English, Government, History, Mathematics, Sociology and Psychology are examples of courses that can be taken and later applied to a police science degree. In areas lacking a police educational program, participation in these courses may result in the start of a law enforcement program because of the interest generated by the participants.

Cooperative services are a result of law enforcment's common goal to provide professional service. Law enforcement officials can best serve the continuation, improvement, and expansion of cooperative

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[56] State of the Region Report - 1968, North Central Texas Council of Governments, p. 15.

services by increasing their involvement in inservice police training and police education.

Federal Financial Assistance

Early efforts. Federal assistance for law enforcement agencies is not a recent event. The Smith-Hughes Act, passed by Congress in 1917, was the first effort to bring about cooperation between the federal government and the states in promoting vocational education. There followed a number of supplementary Acts aimed at improving vocational education. The George-Bearden Act of 1946 provided for federal funds to be given to the states for the purpose of instruction in public and other service occupations. The funds available to the state boards of vocational education were to be used for the salaries and travel expenses of approved instructors for law enforcement service.[57]

The high incidence of crime throughout the United States during the fifties and early sixties prompted Congress to once again give serious thought to assisting local law enforcement agencies. With the backing of the President and the nation, the Law Enforcement Assistance Act of 1965 was passed by Congress with unanimous approval. By order of this Act

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[57] California State Department of Education, Law Enforcement Training in California (California Peace Officer's Training Publication No. 72, 1959), pp. 18-19; and Layton S. Hawkins and Others, Development of Vocational Education (Chicago: American Technical Society, 1951), pp. 301-314.

an administrating agency, the Law Enforcement Assistance Administration (LEAA), was organized under the Department of Justice. During the following three years LEAA ". . . funded hundreds of valuable projects from police helicopters to computerized criminal information networks."[58]

A continuing need. On February 14, 1968, President Johnson expressed concern about the continuing rise in crime, and the importance of federal aid to local law enforcement agencies in assisting them to meet their responsibilities. He urged Congress to pass the Omnibus Crime Control and Safe Streets Act.[59] He also directed a message to the Governors of the states, telling them to fulfill their obligations in meeting the continuing need for improved law enforcement. He requested that they:

> . . . make certain that they have the necessary laws in effect, that they are committing sufficient resources to their entire system of criminal justice, and that they have efficient, well trained and fully supported police departments and law enforcement agencies.[60]

The Omnibus Crime Control and Safe Streets Act of 1968. The Congress reacted quickly to the President's crime message, and in June

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[58] Criminal Law Reporter (Washington D. C.: Bureau of National Affairs, Inc., February 14, 1968), Vol. 2, No. 19, Section 3, p. 2, crl 3127.

[59] Ibid., p. 2 crl 3126.

[60] Ibid., p. 2 crl 3127.

of 1968 the Omnibus Crime Control and Safe Streets Act was passed.[61] Title I of the Act provides for financial assistance to law enforcement. In drafting the bill, Congress stated it felt assistance to state and local law enforcement was necessary because local agencies were best suited to handle the high incidence of crime and preserve the nation's welfare. "Crime is essentially a local problem that must be dealt with by state and local governments if it is to be confronted effectively."[62]

Title I decrees that Congress will assist local law enforcement agencies by providing large scale federal assistance to fight crime. The plan includes efforts to:

1. Encourage states and units of general local government to prepare and adopt comprehensive plans based upon their evaluation of state and local problems of law enforcement.

2. Authorize grants to states and units of local government in order to improve and strengthen law enforcement.

3. Encourage research and development directed toward the improvement of law enforcement and the development of new methods for the prevention and reduction of crime and the detection and apprehension of criminals.[63]

LEAA was given the responsibility of implementing these goals,

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[61] Criminal Law Reporter, op. cit., June 12, 1968, Vol. 2, No. 11, section 3, p. 3 crl 3125.

[62] Ibid.

[63] Ibid.

and the program was placed under the general authority of the Attorney General.[64] The distribution of federal funds by LEAA to Texas' state and local law enforcement is shown in Figure 2. The arrows indicate the flow of financial assistance to the various Texas organizations and schools, nd their interaction in promoting the growth of the Criminal Justice System in Texas.

An administrator and two associate administrators command LEAA. Each is appointed by the President with the advice and consent of the Senate. No more than two members from the same political party may be appointed at the same time to serve as administrator or associate administrator. Each administrator is chosen according to his ability and potential to achieve the desired goals of Title I.[65]

Aid to the officer. A recent report on the activities of LEAA in assisting law enforcement stated that more than 20,000 persons, a majority of which were police officers, received financial aid for participation in college programs. Average assistance for a full time student amounted to $839.00 per academic year. These funds are used in programs designed to professionalize criminal justice personnel.[66] Title I, Part D, of the

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[64] Ibid.

[65] Ibid.

[66] The Dallas Morning News, "LEAA Grants-Funds Go To 720 Colleges", January 10, 1970, Section A, p. 18.

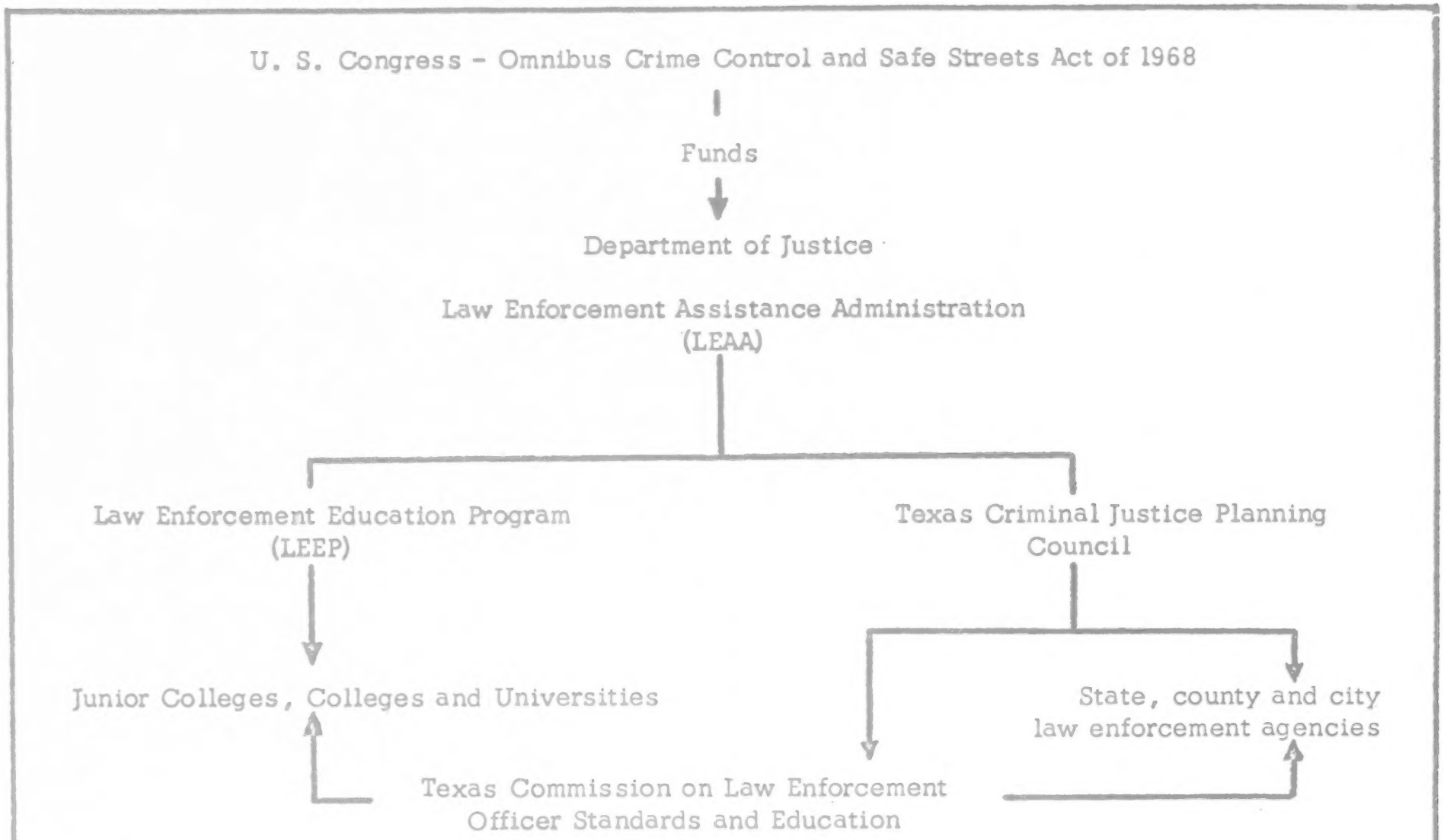

FIGURE 2. An overview of Federal Financial Assistance to State and Local Law Enforcement

Omnibus Crime Control and Safe Streets Act describes the use of federal funds for these programs. Officers are encouraged to seek higher education through a provision for financial assistance to participants whose studies are related to the field of criminal justice. LEAA distributes funds to participants in academic law enforcement programs through the Law Enforcement Education Program (LEEP). The colleges and universities participating in LEEP select the students eligible to receive financial assistance. Academic assistance is available through loan and grant. Before a school is eligible to participate in LEEP it must:

> . . . be publicly supported or private, non-profit institutions; recognized by one of the six regional accrediting associations or approved by the American Bar Association or the Association of American Law Schools; authorized within a State to provide education beyond the secondary level; and have a law enforcement related program which awards a one year certificate or associate, baccalaureate, or graduate degree.[67]

The LEEP loan provision provides for a maximum of $1800.00 per academic year for full-time studies directly related to law enforcement. The actual amount of the loan is decided by the college financial officer, and he makes his determination based on the student's need. Special consideration is given to officers who receive academic leave from their jobs to obtain degrees.[68] For students who are already peace officers or those

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[67] C. G. Conner, "Law Enforcement Education Program," Texas Police Journal (Dallas, Texas: Texas Police Association, October, 1969), pp. 1-2.

[68] Ibid.

who plan a career in law enforcement, the loan is retired at a rate of 25 per cent for each year of full time service in law enforcment after completion of the program of study.

The grants are available only to inservice law enforcement officers attending school on a full or part-time basis. The courses taken must be related to law enforcement, or suitable for a person employed in law enforcement. The grants may be for a maximum of $200.00 per quarter or $300.00 per semester for tuition and mandatory fees. Officers receiving grants who remain in law enforcement work for a period of two years after the completion of study have the obligation forgiven. However, should they leave prior to this time for some other type of employment, the grant must be repaid with interest.[69]

Postive results. In the early 1960's, police educational opportunities were far from sufficient. College and university preparation for police work had passed beyond the mere speculation stage, but there were not enough programs available on a local level for officers to attend. Only three educational institutions in Texas were involved in academic programs for law enforcement.[70] Attendance was often hampered by the necessity of shift work and supervisors who had little use for the educated officer. But

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[69]Ibid.

[70]Allen Z. Gammage, Police Training in the United States (Springfield, Illinois: Charles C. Thomas, 1963), p. 97.

federal assistance to police educational programs has changed the situation. There are presently in Texas thirty colleges and universities with academic programs in law enforcement approved and operating under LEEP.[71] A list of the schools participating in LEEP during the fiscal year of 1970 is provided in Appendix H.

Officer participation in these programs is at an all time high. Each semester a greater number of officers are seeking higher education. In the early sixties the Dallas Police Department had only a handful of officers attending college. Recent calculations by the Training Division staff estimated the number of officers now attending college to be over 300.

An expansion of police training programs throughout the State of Texas is now expected as a result of a recent grant of $47,196.00 to the Texas Commission on Law Enforcement Officer Standards and Education from the Texas Criminal Justice Council. Four new training consultants will be utilized in regional training schools throughout the state, and will be available to help local law enforcement agencies with their training needs. The grant will enable the Commission to work with Texas high schools in efforts to provide law enforcement programs at the secondary school level, and will allow for the continuance and expansion of assistance to colleges with their degree planning.[72]

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[71] C. G. Conner, op. cit., p. 2.

[72] Report on Progress of Certification Program, Criminal Justice Grant, December 1969, a report circulated by the Texas Commission on Law Enforcement Officer Standards and Education.

CHAPTER IV

PLANNING INSERVICE TRAINING

Establishing adequate yearly inservice training for police personnel requires careful preparation. The goal is achieved through a planned sequence of steps designed to determine priority inservice training needs and achieve their fulfillment. There are five parts to the plan with an or der of sequence as follows:

1. Make a written policy statement describing the inservice training objective.
2. Appoint an inservice training administrator.
3. Establish a record system for the maintenance of inservice training accomplishments.
4. Appoint an inservice training committe.
5. Implement the desired inservice training program.

This chapter will examine each segment of the plan and provide detail for its implementation. The plan is flexible, and can be implemented without the inclusion of all of its parts. However, the achievement of maximum inservice training potential is dependent on the use of all the parts. Each step plays an important role in the achievement of an effective inservice training program.

Expressing the Inservice Training Policy

The inservice training objective is cited in a written policy statement by the chief executive of the law enforcement agency. He alone decides on the training needs of his department. He writes a training policy that will allow his training staff to coordinate their efforts with his wishes. Subordinates responsible for training have need of a clearly defined goal. A written policy statement provides a constant source of reference when questions arise regarding objectives. Occasionally additional guidance is necessary and staff conferences are used to clarify an issue.

Training objectives will vary among police agencies, so only the basic considerations affecting the policy statement will be examined. First, all of the department's personnel are given a complete understanding of the goal. This includes the knowledge that they are being trained for the purpose of providing the public with high quality contemporary police service. There should be an awareness that money spent for training must show results which plainly indicate efforts in training pursuits are providing a fair return of service for the tax dollar being spent.

Second, all inservice training activities that are to be implemented using predetermined guidelines will be clearly defined in writing. If obedience to a procedure is desired, then the expectation should be explicitly expressed in the written policy statement.

A third consideration is the police budget. It plays an important

part in the drafting of the inservice training policy. When deciding on the inservice training objective, the amount of money available for the pursuit of the goal will determine an appropriate objective and method of implementation. The policy is stated in terms that allow for achievement with the manpower and material available. The scope of the inservice training effort is preportioned to the amount of the police budget assigned to the task.

A fourth consideration is the management controls to be used and their description. Direct lines of responsibility coupled with an appropriate amount of authority are established. The degree to which a chief will delegate inservice training responsibilities varies according to the size of his inservice training staff. In a small department the chief may decide to retain a portion of the inservice training duties, and actively participate in the program. The chief of a large department may choose only to involve himself in the inservice training program on special occasions, such as graduation ceremonies. But regardless of personal involvement, there must be adequate management controls to keep training efforts aligned with the inservice training objective.

A final consideration involves re-evaluation. The inservice training cycle never ends. It is a continuous effort of providing refresher, advanced and specialized curriculum.[73] This makes periodic evaluation

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[73]O. W. Wilson, Police Administration, second edition (New York: McGraw-Hill Book Co., 1963), p. 171.

of the inservice training policy necessary. Involvement may decrease or increase, emphasis may shift, management controls may require change, all of these possibilities emphasize the need for periodic re-evaluation of the inservice training policy.

In summation, the chief when initiating or making a re-evaluation of his agency's inservice training policy must give consideration to the following:

1. Defining the overall inservice training objective in writing so that all personnel can identify the goal.

2. The clarification of inservice training activities, their scope and method of implementation, whenever strict compliance is required.

3. Limiting immediate training objectives to those that can be realistically achieved with the materials and manpower available.

4. The installation and maintenance of management controls for the purpose of directing inservice training efforts along desired paths.

5. A periodic re-evaluation of the inservice training objective, and a restating of the policy when deemed applicable.

The Inservice Training Administrator

The inservice training administrator is chosen by the chief administrator of the police agency, and is given the responsibility of achieving the agency's inservice training objectives. He may delegate his responsibilities in proportion to the size of his staff and their capabilities.

These duties include:

1. Achievement of the inservice training policy established by the chief of police.

2. Establishment and maintenance of a record system for keeping an up to date record of each officer's police training and police education.

3. Serving as permanent chairman of the inservice training committee.

4. Assisting with the planning of personnel assignments to outside agency schools.

5. Choosing and organizing a departmental training staff.

6. Standardizing training methods for departmental police training programs.

7. Assisting with the planning of departmental programs, their scope and method of implementation.

8. The administration of a roll call training program.

9. Coordinating the department's inservice training efforts so that advantage is taken of all available cooperative services.

10. Promoting interaction between educators and police officials toward a common goal of improving inservice training.

Inservice Training Records

Maintaining accurate records of each officer's training and educational accomplishments serves the following purposes:

1. A determination of the department's training preparedness can be made from an analysis of these records.

2. Personnel can be chosen for attendance to schools on a basis of priority of need, thereby avoiding unnecessary loss of man-hours to the classroom.

3. Expertise within the department is discovered.

4. Personnel lacking sufficient training for current job requirements are discovered and scheduled for appropriate training.

5. An index is provided for recording individual field experience within specific job classifications.

6. The records serve as an aid to planning job rotation for career development.

Obtaining the records can be accomplished through the distribution of a questionnaire. Each officer is given the responsibility of providing the desired information. The questionnaire should attempt to ascertain as accurately as possible an officer's training and educational accomplishments. All special schooling and skills should be listed. A column of the department's job classifications, flanked by a space for the unit designation and time of assignment, should be a part of the questionnaire. This will provide an index of each officer's field experience and an indication of his exposure to related jobs. To expedite an accurate response it is helpful to provide a list of all past inservice training to be used by personnel to refresh their memories when completing the questionnaire.

The Inservice Training Committee

The training committee's role is a vital one in the planning for

inservice training. It is through the efforts of the committee that long range inservice training programs can be planned. The initial goals of the committee are to:

1. Train personnel first for immediate and specific needs, and correct the department's weaknesses.
2. Select subject matter which answers the needs.
3. Determine program priorities.[74]

The committee assists the chief of police by providing him with up to date reports on the inservice training needs of the department. They make written recommendations on the type and amount of training under consideration. The data contained in the recommendations is gathered through staff studies, personal observations, interviews with operational and staff personnel, examination of the department's records for turn-over and absenteeism, and an examination of present standards of performance by measuring them against desired standards of performance. The analysis includes the number of jobs in the department, the number of personnel, their ages, experience and educational levels.

After overcoming the initial inadequacies of the department's inservice training efforts, the committee continues to plan in much the same way, only now its goal is to provide an adequate amount of inservice

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[74]Cincinnati Police Academy, Training - How We Do It (Cincinnati, Ohio: Cincinnati Police Department, undated), unpublished pamphlet.

training for all personnel on a continuing basis. Periodic re-evaluation is made of all programs and school assignments. Those found to be of little value are canceled and new methods of acquiring the desired performance standard are sought. Flexible long range programs are established, but always with an awareness that they will be tentative at best because of the fast changing nature of police work.

The members of the committee are chosen from all segments of the department. Neither rank nor tenure is a qualification. Ideally, all major units and all ranks should be represented. The number of committee members should be proportioned to the size of the department, with a maximum of two members from a major unit. The inservice training administrator is the permanent chairman of the committee, and the director of the department's training staff is the permanent assistant chairman.

Implementing The Inservice Training Program

This is the commitment phase of planning for inservice training--the assignment of personnel to a scheduled school. Directions for attendance, including place, time, dates, expenses and transportation when applicable, and a course description are provided in a written personnel order. A copy of the order is forwarded to each officer that will attend the scheduled school.

The officers that have been scheduled to attend the inservice training program have been selected by their commanding officers, first

line supervisors and the inservice training administrator only after careful consideration of the questions asked in Figure 3. These four questions continue to serve as guidelines for accomplishing the final task before committing the individual to the inservice training school.

After each officer receives his written assignment he is contacted and interviewed by either his immediate supervisor or the inservice training administrator. If the police department is small, it is preferable to have the latter conduct the interview. The purpose of the interview is to let the officer know that the department is:

1. Appreciative of past police training and educational achievements and present job performance.
2. Interested in letting him in on what is going on.
3. Sympathetic to possible problems that the school assignment may cause the individual.

The interview will serve a secondary purpose of allowing the officer to ask questions about anything that he does not understand about his assignment. Care should be taken to make sure that the person who conducts the interview is knowledgeable and prepared to answer questions. A final report is made after the interview to the inservice training administrator. It will contain any recommended changes or additional information pertinent to the proposed school. The use of the interview will improve morale, and subsequently will improve all inservice training.

Does the officer have the initiative and attitude that reflects the department's efforts to improve service?

Does he have the background knowledge required for the successful completion of the proposed course of study?

Can he be relieved from his present duty assignment without harming present police service?

Will the inservice training improve the department's working capabilities?

FIGURE 3. Questions to be Answered Prior to the Inservice Training Commitment of the Individual

CHAPTER V

DEPARTMENTAL POLICE TRAINING

Departmental police training is that portion of inservice training that is planned and taught by a police agency's own training staff. The earliest form of this method of police training was the assigning of a rookie policeman to work with a veteran officer until such time the recruit was judged capable of working alone.[75] In 1930, the New York City Police Department Training Academy had an outstanding departmental police training program. It offered instruction in Horsemanship, Traffic and Safety, Special Services, Criminal Identification, Detective Officer Training and Instructor Training. But unfortunately the school was the exception rather than the rule, and remained so for many years to follow.[76]

Through the years there has been little attempt to distinguish between the types of inservice training, subsequently there is little documentation on the growth of departmental police training among police departments. Recent studies on inservice training have lumped all of the various forms of continuous training together,[77] and there is no current

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[75]Allen Z. Gammage, op. cit., pp. 5-6.

[76]Ibid., pp. 7-8.

[77]Ibid., pp. 22, and International City Manager's Association, The Municipal Year Book - 1959, p. 402.

data on the number of police agencies with departmental police training programs.

The survey presented in Chapter Two revealed that thirty-two of sixty-three Texas police departments have a training staff, and subsequently a departmental police training program. Table VII provides an overview of the police departments with, or without, this method of continuous training. Note that all groups have departments presently involved in departmental police training.

TABLE VII.

Status of Departmental

Police Training

Among Police Departments Surveyed

Grouping of police departments according to population served.	No. of Depts.	Departmental Police Training	
		Yes	No
Group I	16	4	12
Group II	20	6	14
Group III	7	3	4
Group IV	13	12	1
Group V	7	7	0
Totals	63	32	31

The Value of Departmental Police Training

There are specific reasons why departmental police training is desirable.[78] First, every police agency is dependent on the concept of teamwork toward the successful attainment of objectives. Police functions such as raids, traffic and major crime investigations all require teamwork. Departmental police training promotes the specific objectives, policies and procedures of the police agency, whereas outside agency police training cannot be specific with operational guidelines, because classes are composed of officers from different police agencies.

A second reason arises from the constant and rapid changing role of law enforcement work. The contemporary officer has become an integrated part of the criminal justice system. He works in close support of the activities of criminal prosecution, probation and parole. This laison is a product of continuous police training and education with each segment of the criminal justice system doing its share to help the other identify with the role each plays. Police agencies have discovered that a departmental police training program has provided them with personnel that can explain local problems, and promote a continuous working and training relationship with the courts and correctional institutions. This spirit of

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[78]Larry E. Lunnen, "A Continuous Training Program for a Small Police Department", Law and Order (New York: Copp Publication, Inc., September, 1968), pp. 98-99.

cooperation goes a long way in overcoming the problems arising from procedural changes in the criminal justice system.

A third reason evolves from the many changes in scientific crime detection. This is the age of scientific analysis. The technician's role in police work requires that he be educated and highly trained in the performance of his job. When officers are unable to fulfill the role of the technician, civilians are hired. The officer and the civilian then work by design to deter crime. This necessitates that both have some knowledge of the role each plays in crime detection. Departmental police training allows for easy integration of police technology with operational procedures. Through its programs technicians are trained in departmental procedures, and they in turn are used as instructors to train officers in the application of scientific techniques.

Recent Supreme Court decisions have emphasized the value of having departmental police training. The Court in interpreting the law has sometimes caused immediate need for change in the workings of law enforcement. Officers confronted with new legal concepts have immediate need for guidelines. The needed knowledge can be rapidly programmed into police training when an agency has its own training staff.

Preparing for the Implementation of a Departmental Training Program

The following are the principle considerations for the establishment of an effective departmental training program:

1. Composition of the group to be taught.
2. Competency of the instructor.
3. Practical use of the instruction.
4. Physical condition of the classroom.[79]

These are the basic considerations for preparing for a successful learning experience. Ignoring these factors will not prohibit the implementation of the departmental training program, but it will lessen the chance for successful attainment of the training objective.

Composition of the group to be taught. Selecting the officers to be assigned to a school begins with the examination of the inservice training records. The records will reveal which officers are in need of the training being planned. An officer's prior experience, present duty assignment, police training and educational achievements are examined. These factors are considered, and the students chosen according to their need and ability to participate in the planned program. Care is taken to make the experience of the students as homogeneous as possible. The effectiveness of a learning situation is lessened when the students in a classroom have greatly varying degrees of knowledge and skill.

Recommendations from supervisors and job proficiency rating are helpful indicators of an officer's strength or weakness. Refresher training

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[79] Police Instructor's Course (Dallas, Texas: Dallas Police Department, unpublished pamphlet, August, 1969), pp. 1-5.

would normally exclude experienced officers when they have received similar training within the past three to five years. The loss of operational personnel to the classroom is kept to a minimum when training assignments are carefully screened. The composition of the group to be taught can have a wider base of experience when there are general changes in police techniques and procedures. All officers within the department might be included in such a training program.

Advanced and specialized schools require careful student selection because of the frequently technical nature of the course of study. An officer's educational level will often serve as a guide in the selection of appropriate students. However, this should not be the sole criteria, because mechanical ability and common sense are not always indicated by educational achievement. An interview of the prospective student is recommended.

Competency of the instructor. Selecting the proper instructor for the departmental training program begins with a comparison of likely candidates to the following criteria:

1. Field experience
2. Knowledge of training material
3. Knowledge of related material

The ideal choice will be officers who have each of these three requisites. The officers will then be judged for their mastery of the techniques of

instruction. The competency of the instructor will affect the student's understanding of the instructional objective, and the degree of student response in self-direction and self-initiation. The instructor must be able to organize instructional material that is student centered and problem oriented. A final consideration is the instructor's attitude. Sincerity and enthusiasm are good indicators of attitude.

Practical use of the instruction. The objective of a learning experience is to successfully prepare the student for involvement. Success is evaluated by how well the newly acquired knowledge, skill, technique and appreciation are put to practical use. This is why emphasis is placed on the instructor's ability to prepare and present instructional material that is student centered and problem oriented. The selection of instructional material is guided by job performance expectations. Know what is to be expected of the student. Then prepare the instructional material for a learning experience that can be put to practical use.

Physical condition of the classroom. The physical condition of the classroom is a major concern when planning for the implementation of a training program. There are two points to consider:

1. The comfort of the student
2. The adaptability of training aids to the physical layout of the classroom

The comfort of the student will depend on the lighting, temperature, seating arrangements, cleanliness and neatness of the room, and the lack of

distracting noises. The use of training aids will be regulated by the size of the facility, availability of utilities and special equipment. The ideal classroom will provide student comfort and the freedom to use a wide variety of training aids.

The Departmental Training Staff

The training staff of a police agency is responsible for preparing, teaching and managing departmental training programs. O. W. Wilson provides the following overview of the planning of an intensive training program:

> Decisions must be made regarding subject matter to be presented and the time to be devoted to each; outlines of subject matter and lesson plans must be prepared to insure complete coverage and suitable coordination; schedules must be arranged that will fit into the work program of the officers and the instructors; equipment and facilities for classrooms, gymnasium, target range, and demonstrations must be provided; records must be kept of attendance and examination scores; material must be prepared for classroom distribution; department and outside instructors must have assistance in preparing for their classes; interest and enthusiasm in the training program must be created and maintained; and orders to initiate the various phases of the program must be drafted.[80]

This long list of duties quickly establishes the fact that preparing effective departmental training is a complex task. However, the scope of these duties do not limit police agencies from having a departmental training staff.

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[80] O. W. Wilson, op. cit., p. 164.

The size of a training staff can range from a one-man-operation to the full blown police training academy depicted in Figure 4. The number of personnel assigned to full-time training duties should be in proportion to the number of training programs and their frequency. A training director and one full-time police instructor are generally sufficient staff for the small to medium size police department. Part-time police instructors can be used when training is increased or expertise is required. They can be drawn from operational and staff positions and given temporary training duties.

The director of the training staff is appointed by the inservice training administrator. Choice should be based on the following criteria:

1. Thorough knowledge of the workings of the entire police agency.

2. Administrative ability--care should be taken not to confuse rank and tenure for proof of management ability.

3. Operational line experience, preferably not less than five years.

4. Minimum of two years of college--only college work completed in the past two decades should be considered.

5. Certification by the Texas Commission on Law Enforcement Officer Standards and Education as a police instructor.

6. Traits typical of a progressive and imaginative individual.

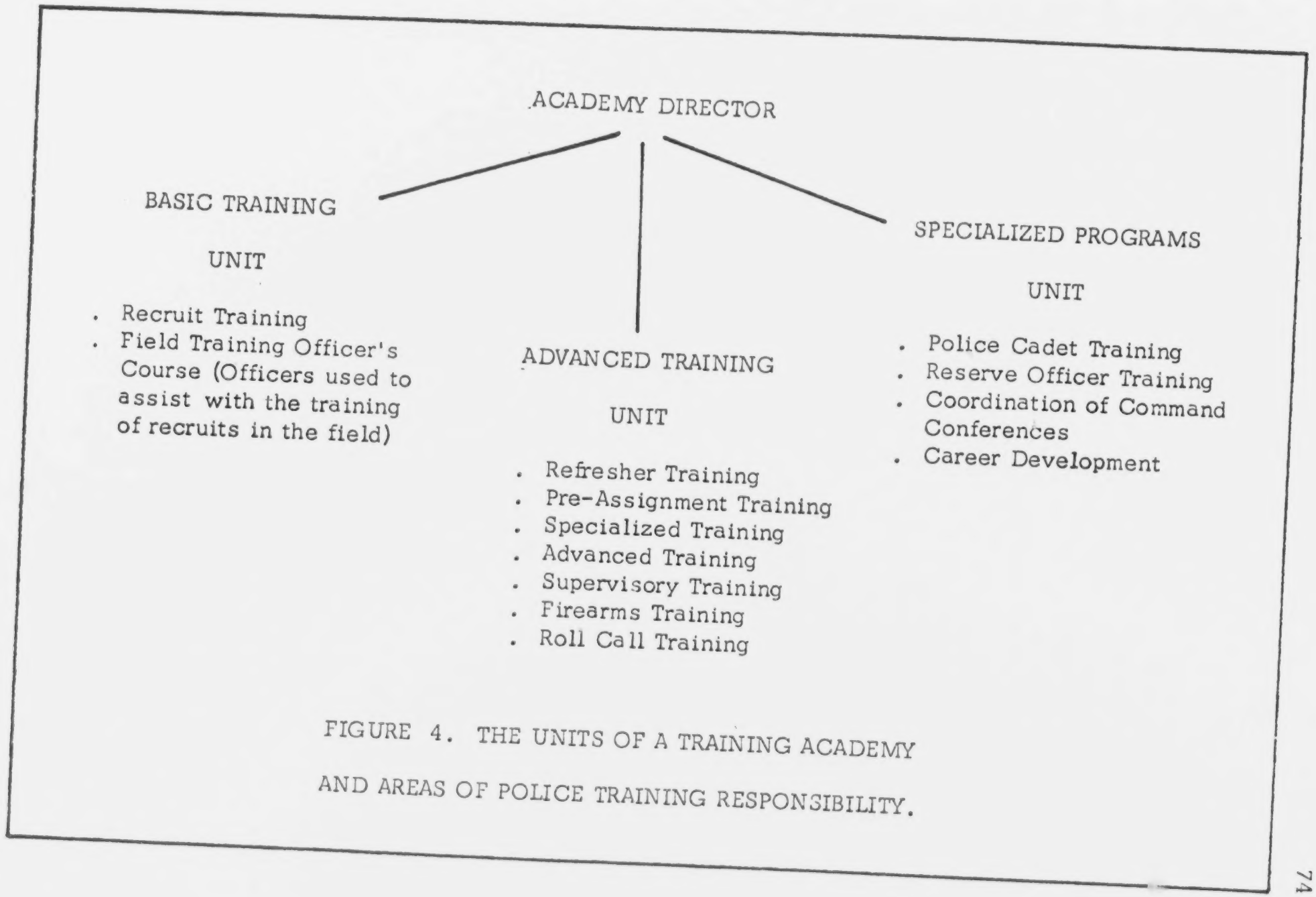

FIGURE 4. THE UNITS OF A TRAINING ACADEMY AND AREAS OF POLICE TRAINING RESPONSIBILITY.

Roll Call Training

The objective of roll call training is to provide continuous police training in a manner that will keep the need for departmental training programs to a minimum. The technique is desirable because it helps to keep officers on the job by lessening the amount of time lost to classroom assignments. Advantages include an immediate means for dissemination of new and revised criminal statutes, court decisions and departmental policy. O. W. Wilson describes roll call training as:

> . . . continuous training in the techniques, procedures, and programs carried on by specialists, superior officers, or commanding officers. The training officer should facilitate instruction by supervisory officers at roll calls or periodic conferences; and toward this end, he should prepare useful material and aid in its presentation, serving as an assistant (not necessarily present) of the officer in charge of the conference or roll call.[81]

Roll call training begins with the distribution of a training bulletin to each member of the department. Civilian personnel can also be included if desirable. Each officer has the responsibility of reading the bulletin prior to the roll call training session. The bulletin may be of any desired length, but it is normally two to four pages. It contains data on the area of police work that is scheduled for discussion at roll call. A police agency may write its own bulletin, or it may use the "Training Keys" made available

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[81] O. W. Wilson, op. cit., p. 165.

at nominal cost by the International Association of Chiefs of Police.

Instructors for roll call training are provided an instructor's guide (see Appendix I). The conference method of teaching is used, and instructional sessions are scheduled for five to fifteen minutes depending on departmental policy. The instructor has the responsibility of promoting constructive and individual thinking, and achieve a free interchange of ideas between himself and the participants.

The training bulletin and the instructor's guide are prepared by the departmental training staff. The involvement of operational personnel in preparing material for roll call training should be kept to a minimum.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

Summary

The need for adequate police training and education is emphasized by: (1) demands from public officials and the public for improved police service; (2) the fact that inservice training is a continuous cycle of preparing officers for community involvement so they may provide a type of police service that is compatible with social change; (3) the fact that law enforcement agencies operate within a changing social sphere requiring coordination of other social institutions in the community with the workings of the police agency.

Police administrators have faced the dilemma of official and public apathy toward training, equipping and paying police personnel beyond a minimum standard for the continuance of the police service system. This apathy has often created a situation that bordered on the collapse of meaningful police service. The magnitude of the dilemma has caused a lag in police officer training and education, and even the most progressive minded police chief has been hampered by a lack of funds.

Since the beginning of the sixties police officials and educators have been active in attempting to upgrade the status of police training and education in Texas. Their efforts cultimated in the establishment of the Texas Commission on Law Enforcement Officer Standards and Education

in 1965. This was the beginning for the establishment of minimum standards for the certification of Texas peace officers. With the advent of the forming of the Texas Criminal Justice Council in 1968 the pace of upgrading police service increased. Federal assistance channeled through the Criminal Justice Council from the Law Enforcement Assistance Administration provided increased police training and educational opportunities. Texas colleges with law enforcement programs increased from three to thirty. Aid to local law enforcement agencies in establishing their own academy and improving departmental inservice training programs has increased with the expansion of the staff of the Texas Commission on Law Enforcement Officer Standards and Education.

Cooperative services in police training and education from federal, state, and local law enforcement agencies, and Texas colleges are available. They offer a wide variety of training and educational opportunities. The continuation and expansion of these services is dependent on local participation and interest. Small police agencies are finding it profitable to join other departments in training efforts that would otherwise be impractical on an individual basis. Regional police training academies are able to provide specialized and advanced training for officers at costs that small city governments can afford.

But even with the present efforts to upgrade police training and education, accomplishments are far from adequate. The survey reported in this manual provides only a superficial examination of current inservice

training efforts by Texas police departments, but even so the data indicates that continuous training for Texas peace officers is far from sufficient.

Improvement and expansion of inservice training is dependent on the chief administrator of each police agency. He must actively seek to identify the role of inservice training as it affects the workings of the police agency, and accordingly apply this knowledge to policy for his own department. He can best do this by:

1. Making the public aware of the dilemma of operating under a budget that prevents adequate yearly continuous training for officers.

2. Providing for police training and police education under the inservice training program.

3. Implementing departmental inservice training to its fullest potential.

4. Establishing realistic training objectives in terms of need and ability to achieve without resorting to "brush fire" or "paper training" methods.

Conclusions and Recommendations

Texas police officers are presently receiving an inadequate amount of yearly inservice training. The past decade has witnessed a period of rapid growth in the numerical numbers of Texas police officers. But inservice training has not kept pace with the growth of these departments. The elimination of the problem is dependent on the immediate expansion and improvement of each agency's inservice training program. The magnitude of the problem can be seen in the premise--there must be improvement in

the scope of inservice training before there can be improvement in police service. Success depends on the willingness of the police administrator to commit himself to the problem.

If the situation is to be rectified the following recommendations require implementation:

1. Make a sincere effort to provide adequate inservice training for all personnel. The time has passed for lip-service.

2. Each police administrator prepare himself for implementing an inservice training program by identifying its role and parts.

3. Implement the inservice training program under the guidance of sound administrative and management procedures.

4. Take advantage of all cooperative services available.

5. Coordinate police education efforts with the academic facilities in the area of the department, and promote cooperation to the fullest extent between educators and the police agency's staff.

6. Make all training and educational pursuits applicable to the need of the department.

7. Make inservice training the concern of every officer in the organization.

8. Expand inservice police educational opportunities. Pick key personnel and provide them with leaves of absence so they may attend college full time. This will build a cadre of experienced educated officers for present and future management needs.

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APPENDIX A

SPECIFICATIONS FOR AWARDING

LAW ENFORCEMENT OFFICER QUALIFICATION CERTIFICATE

As Adopted By

THE TEXAS COMMISSION ON LAW ENFORCEMENT OFFICER

STANDARDS AND EDUCATION

I. GENERAL PROVISIONS

A. In accordance with the provisions and standards hereinafter set forth, the Texas Commission on Law Enforcement Officer Standards and Education shall, acting by and through the Executive Director of said Commission, award the following law enforcement officer qualification certificates:

1. A basic law enforcement officer qualification certificate called Basic Certificate;

2. An intermediate law enforcement officer qualification certificate, hereinafter called Intermediate Certificate;

3. An advanced law enforcement officer qualification certificate, hereinafter called Advanced Certificate.

B. All applications for award of the Basic, Intermediate or Advanced Certificates shall be completed on the prescribed Commission form entitled, "Application for Certification."

C. Each applicant shall attest that he subscribes to the Law Enforcement Officers Code of Ethics.

D. Each applicant shall meet all requirements set forth in . . . Minimum Standards for Recruitment. Any applicant employed for the first time as a full time commissioned law enforcement officer after January 1, 1969 shall meet all requirements set forth in Minimum Standards for Recruitment.

E. Each applicant for Intermediate or Advanced Certificate shall have completed the designated education and training, combined with the prescribed law enforcement experience, or shall hold the college degree designated, combined with the prescribed law enforcement experience, as hereinafter set forth in Paragraphs III B and IV B.

F. To be eligible for the award of Basic, Intermediate or Advanced certificate provided herein, each applicant must be a commissioned, full time, paid Texas peace officer.

G. Law enforcement experience, as used herein, means actual time served as a commissioned, full time, paid law enforcement officer. The acceptability of time served as a law enforcement officer in a jurisdiction other than the State of Texas, or in a jurisdiction which did not comply with the minimum standards for recruitment as set forth . . ., shall be subject to determination by this Commission acting by and through its Executive Director.

H. Education and training points, as used in the schedule hereinafter set forth in Paragraphs III B and IV B, shall be determined as follows:

1. One semester hour or unit in a recognized college or university shall equal one training point.

2. Twenty classroom hours of police training in a program approved by the Commission shall equal one training point.

I. Recognized college or university, as used herein, shall include any junior college, college or university accredited as such by:

1. The Department of Education of the state in which the junior college, college or university is located, or

2. The recognized national accrediting body, or

3. The state university in the state in which the junior college, college or university is located, or

4. The Texas Commission on Law Enforcement Officer Standards and Education.

II. THE BASIC CERTIFICATE

In addition to the requirements set forth hereinabove defined in Section I, General Provisions, the following requirements must be met by any applicant for the award of the Basic Certificate:

A. Each applicant will have completed one full year of active law enforcement experience, as hereinabove defined in subparagraph G of Section I, General Provisions.

B. Each applicant shall have completed the basic course of instruction as recommended by the Commission and set forth. . ., or

C. Each applicant shall possess classroom instruction in all or the required subjects set forth . . . from schools and instructors acceptable to the Commission and which instruction must be the equivalent to the course of instructions set out . . ., or

D. Each applicant shall have received as Associate of Arts degree in Police Science or Police Administration from a recognized college or university, as hereinabove described in Section I, Paragraph I, or

E. Each applicant shall have completed the required course of instruction in a college or university which, in the judgement of the Commission, shall be equivalent to the course of instruction necessary for an Associate of Arts degree in Police Science or Police Administration from an accredited college or university.

F. Upon a finding by the Executive Director that an applicant has received training equivalent to that specified by the Commission in subparagraphs B, C, or D or E hereinabove, such finding by the Executive Director shall be sufficient compliance by the applicant to subparagraphs B, C, D or E hereinabove.

III. THE INTERMEDIATE CERTIFICATE

In addition to the requirements set forth in Section I, General Provisions, the following requirements must be met for the award of an Intermediate Certificate:

A. Each applicant shall possess, or be eligible to possess, a Basic Certificate.

B. Each applicant shall have acquired the following combinations of education and training points combined with the prescribed years of law enforcement experience, or, the college degree designated combined with the prescribed years of law enforcement experience:

Education and Training Points	20	40	60	Associate Degree	Baccalaureate Degree
and	and	and	and	and	and
Years of Law Enforcement Experience	8	6	4	4	2

IV. THE ADVANCED CERTIFICATE

In addition to the requirements set forth in Section I, General Provisions, the following requirements must be met for the award of the Advanced Certificate:

A. Each applicant shall possess or be eligible to possess the Intermediate Certificate.

B. Each applicant shall have acquired the following combinations of education and training points combined with the prescribed years of law enforcement experience, or, the college degree designated combined with the prescribed years of law enforcement experience:

Education and Training Points	40	60	Associate Degree	Baccalaureate Degree	Masters or equivalent
and	and	and	and	and	and
Years of Law Enforcement Experience	12	9	9	6	4

APPENDIX B

SPECIFICATIONS FOR AWARDING
LAW ENFORCEMENT INSTRUCTORS CERTIFICATES

As Adopted By

TEXAS COMMISSION ON LAW ENFORCEMENT OFFICER
STANDARDS AND EDUCATION

INSTRUCTOR CERTIFICATION

Instructors should be selected by school coordinators on the basis of their competence and interest in police training. They should be utilized in their special areas of experience. Judges, district attorneys, practicing attorneys, doctors, social workers, federal and state law enforcement officers, American Red Cross, and other State and local agency personnel should be utilized when their talents can be effectively used in the police training program.

It should be noted that the instructor certification program established by this Commission deals only with the certification of instructors who are also employees of law enforcement agencies who are active, commissioned law enforcement officers. No attempt is being made by the Commission to certify instructors who are not law enforcement officers.

The coordinator of the school should insure that all instructors have been certified by the Commission on Law Enforcement Officer Standards and Education.

I. In accordance with the provisions and standards hereinafter set forth, the Texas Commission on Law Enforcement Officer Standards and Education shall by and through the Executive Director of said Commission, award the following law enforcement instructor certificates:

   (1) A Class A law enforcement officer instructor's certificate, hereinafter called Class A Certificate;

   (2) A Class B law enforcement officer instructor's certificate, hereinafter called Class B Certificate.

II. In order to be eligible for award of the Class A Certificate, each applicant for certification shall meet the following qualifications:

   (1) Must be assigned to a police academy as a full-time instructor;

(2) Each applicant shall make his application for certification on the prescribed Commission form entitled "Application for Instructor Certification";

(3) Each applicant shall attest that he subscribes to the law enforcement officer's Code of Ethics;

(4) Each applicant shall have completed at least five years of experience in the field in which he is scheduled to teach. This requirement may be met by sufficient formal education beyond high school, or other training or experience which is the equivalent of this requirement, in the judgement of the Executive Director of the Commission;

(5) Each applicant shall have satisfactorily completed an instructor training course approved by the Commission of at least 20 classroom hours.

III. In order to be eligible for award of the Class B Certificate, each applicant for certification shall meet the following qualifications:

(1) Each applicant shall make his application for certification on the prescribed Commission form entitled "Application for Instructor Certification";

(2) Each applicant shall attest that he subscribes to the law enforcement officer's Code of Ethics;

(3) Each applicant shall have completed at least three years of experience in the field in which he is scheduled to teach. This requirement may be met by sufficient formal education beyond high school, or other training or experience which is the equivalent of this requirement, in the judgement of the Executive Director of the Commission;

(4) Each applicant shall have satisfactorily completed an instructor training course approved by the Commission of at least 20 classroom hours.

IV. Any instructor certification issued hereunder may be revoked by the Commission upon a finding by the Commission that the instructor has become incompetent or has not lived up to the law enforcement officer's Code of Ethics.

V. All instructor certificates issued hereunder shall expire two years from date of issuance, but will be automatically reissued if the instructor's performance is still meeting qualifications.

VI. Before persons are certified as instructors by the Commission, they must be assigned to a police academy either as a full-time instructor, or as a guest instructor (part-time), and this must be verified by a letter from the Chief, Sheriff, or the Director of the Academy in which he is going to instruct.

APPENDIX C

LAW ENFORCEMENT CODE OF ETHICS

As a law enforcement officer, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the Constitutional rights of all men to liberty, equality and justice.

I will keep my private life unsullied as an example to all; maintain courageous calm in the face of danger, scorn or ridicule; develop selfrestraint; and be constantly mindful of the welfare of others. Honest in thought and deed in both my personal and official life, I will be exemplary in obeying the laws of the land and the regulations of my department. Whatever I hear or see of a confidential nature or that is confided to me in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty.

I will never act officiously or permit personal feelings, prejudices, animosities or friendships to influence my decisions. With no compromise for crime and with relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear or favor, malice or ill will, never employing unnecessary force or violence and never accepting gratuities.

I recognize the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of the police service. I will constantly strive to achieve these objectives and ideals, dedicating myself before God to my chosen profession.

APPENDIX D

ARTICLE 4413 (29aa) V. C. S.

Section 2. "The Commission shall have the authority and power to:

a. "Promulgate rules and regulations for the administration of this Act including the authority to require the submission of reports and information by any state, county, or municipal agency within this state which employs peace officers.

b. "Establish minimum educational, training, phsyical, mental and moral standards for admission to employment as a peace officer: (1) in permanent positions, and (2) in temporary or probationary status.

c. "Certify persons as being qualified under the provisions of this Act to be peace officers.

d. "Certify persons as having qualified as law enforcement officer instructors under such conditions as the Commission may prescribe.

e. "Establish minimum curriculum requirements for preparatory, inservice and advanced courses and programs for schools or academies operated by or for the state or any political subdivisions thereof for the specific purpose of training peace officers or recruits for the position of peace officer.

f. "Consult and cooperate with counties, municipalities, agencies of this state, other governmental agencies, and with universities, colleges, junior colleges, and other institutions concerning the development of peace officer training schools and programs of courses of instruction.

g. "Approve, or revoke the approval of, institutions and facilities for schools operated by or for the state or any political subdivision thereof for the specific purpose of training peace officers or recruits for the position of peace officer, and issue certificates of approval to such institutions and revoke such certificates of approval.

h. "Operate schools and facilities thereof and conduct courses therein, both preparatory, inservice, basic and advanced courses, for peace officers and recruits for the position of peace officer as the Commission may determine.

i. "Contract with other agencies, public or private, or persons as the Commission deems necessary for the rendition and affording of such services, facilities, studies and reports as it may require to cooperate with municipal, county, state and federal law enforcement agencies in training programs, and to otherwise perform its functions.

j. "Make or encourage studies of any aspect of law enforcement including police administration.

k. "Conduct and stimulate research by public and private agencies which shall be designed to improve law enforcement and police administration.

l. "Employ an Executive Director and such other personnel as may be necessary in the performance of its functions.

m. "Visit and inspect all institutions and facilities conducting courses for the training of peace officers and recruits for the position of peace officer and make evaluations as may be necessary to determine if they are complying with the provisions of this Act and the Commission's rules and regulations.

n. "Adopt and amend rules and regulations, consistent with law, for its internal management and control.

o. "Accept any donations, contributions, grants or gifts from private individuals or foundations or the federal government.

p. "Report annually to the Governor and to the Legislature at each regular session on its activities, with its recommendations relating to any matter within its purview, and make such other reports as it deems desirable.

q. "Meet at such times and places in the State of Texas as it deems proper, meetings shall be called by the Chairman upon his own motion, or upon the written request of five members."

APPENDIX E

INSERVICE TRAINING QUESTIONNAIRE

1. How many sworn personnel are in your department? _____

2. How would you rate your department's inservice training program?

Sufficient	( )	Do Not Have One	( )
Insufficient	( )	Need One	( )
Needs Expansion	( )	Do Not Need One	( )

3. In what areas do you offer inservice training for police officers?

Arrest Procedures	( )	Supervision	( )
Criminal Law	( )	Administrative Communications	( )
Search Procedures	( )	Evidence	( )
Management	( )	Traffic	( )
Human Relations	( )	Other: _____	

4. Do your officers attend inservice training schools taught by other agencies? Yes ( ) No ( )
   Estimate the number of officers per year: _____

5. Do you have a training committee? Yes ( ) No ( )
   Number of personnel on the committee: _____

6. Do you have a training staff? Yes ( ) No ( )
   Number of personnel on the training staff: _____

7. What areas of training do you feel that your personnel need in order to cope with todays problem trends?

Riot	( )	Supervison	( )
Sensitivity Training	( )	Arrest Procedures	( )
Management	( )	Search Procedures	( )
Other: _____		Other: _____	

8. Any comments that you may feel would be pertinent to improving inservice training for officers would be most welcomed:

_____

_____

_____

APPENDIX F

LISTING OF POLICE DEPARTMENTS SENT QUESTIONNAIRE

Group I - 10 to 15 thousand population

Police Departments who responded:

Andrews
Bay City
Beeville
College Station
Conroe
Crystal City
Eagle Pass
Huntsville
Kermit
Kilgore
McKinney
Nacogdoches
Robstown
Snyder
Sweetwater
Uvalde

Police Departments who failed to respond:

Freeport
Gainesville
Lamesa
Levelland
Mercedes
Mineral Wells
Mission
Palestine
Pecos
Pharr
Raymondville
San Marcos
Seguin
Terrell
Vernon
Waxahachie

Group II - 15 to 30 thousand population

Police Departments who responded:

Alice
Brownwood
Bryan
Corsicana
Denison
Denton
Edinbury
Farmers Branch
Greenville
Killeen
Kingsville
Marshall
New Braunfels
Orange
Pampa
Paris
Plainview
Richardson
San Benito
Sherman

Police Departments who failed to respond:

Baytown
Borger
Cleburne
Del Rio
Lufkin

Group III - 30 to 50 thousand population

Police Departments who responded:

Arlington
Big Spring
Garland
Longview
McAllen
Mesquite
Victoria

Police Departments who failed to respond:

Brownville
Grand Prairie
Harlingen
Temple
Texas City

Group IV - 50 to 150 thousand population

Police Departments who responded:

Abilene
Amarillo
Beaumont
Galveston
Irving
Laredo
Lubbock
Midland
Odessa
Port Arthur
Tyler
Waco
Wichita Falls

Police Departments who failed to respond:

San Angelo

Group V - over 150 thousand population

Police Departments who responded:

Austin
Corpus Christi
Dallas
El Paso
Fort Worth
Houston
San Antonio

Police Departments who failed to respond:

None

APPENDIX G

COMMENTS ON INSERVICE TRAINING BY

TEXAS POLICE CHIEFS

- "You name it, we need it."

- "Some form of perpetual physical fitness program is needed for most departments."

- "That a state or area wide police academy be implemented for training of local officers in both inservice and preservice areas of training, and that the local colleges become more involved in the academic education of police officers, and that the Omnibus Crime Bill be fully funded to finance law enforcement programs in local colleges."

- "The need for an area training school operating at least nine months a year."

- "Present programs need to be expanded, and it is my opinion that any large department could make good use of a full time legal advisor."

- "A text book for general training in all phases."

- "Our inservice program has recently been expanded, and we are offering classes for our officers and officers of small departments. We have been doing this as time is available. More needs to be done."

- "In my judgement there is a great need for more emphasis on training in the fields of Human Relations and Effective Communications--without 'softening' of the law enforcement attitude."

- "All officers should be refreshed every two years on new ideas and old policies."

- "Most complaints received on our officers are not what they did, but how they did it. Human Relations, Report Writing, and aspects of Supervision and Management would be most helpful."

- "The biggest problem is convincing the city government of the real and immediate need of expanding all police functions in order to keep up with the problems we continually are being confronted with."

- "More training for small cities."

APPENDIX H

TEXAS SCHOOL PARTICIPATION IN LEEP
FISCAL YEAR 1970

Alvin Jr. College, Alvin Texas 77511.

Brazosport Jr. College, Freeport, Texas 77541.

Central Texas College, Killeen, Texas, 76541.

College of the Mainland, Texas City, Texas 77590.

Del Mar College, Corpus Christi, Texas 78404.

East Texas State University, Commerce, Texas 75428.

El Centro College, Dallas, Texas 75202.

Galveston Community College, Galveston, Texas 77550.

Grayson County Jr. College, Denison, Texas 75020.

Hardin Simmons University, Abilene, Texas 79601.

Howard County Jr. College, Big Spring, Texas 79720.

Kilgore College, Kilgore, Texas 75662.

Lee College, Baytown, Texas 77520.

McLennan Community College, Waco, Texas 76705.

North Texas State University, Denton, Texas 76203.

Prairie View A & M College, Prairie View, Texas 77445.

Sam Houston State University, Huntsville, Texas 77340.

San Antonio Union Jr. College, San Antonio, Texas 78212.

San Jacinto College, Pasadena, Texas 77505.

Southern Methodist University, Dallas, Texas 75222.

Southwest Texas State College, San Marcos, Texas 78666.

St. Edward's University, Austin, Texas 78704.

St. Mary's University, San Antonio, Texas 78228.

Stephen F. Austin College, Nacogdoches, Texas 75961.

Tarrant County Jr. College, Fort Worth, Texas 76102.

Texarkana College, Texarkana, Texas 75501.

Texas A & I University, Kingsville, Texas 78363.

Texas Christian University, Fort Worth, Texas 76129.

Texas Technological College, Lubbock, Texas 79409.

Tyler Jr. College, Tyler, Texas 75701.

APPENDIX I

INSTRUCTOR'S GUIDE FOR
ROLL CALL TRAINING BULLETIN

CARRYING PROHIBITED WEAPON CASES

I. Part I (5 minutes)

A. Purpose: To identify the factors to be included in the narrative portion of the C. P. W. arrest report concerning the elements of the arrest.

B. Discussion Question: What are the elements of arrest in a C. P. W. case that need to be written in the arrest report narrative?

. Defendant's mode of travel.

. Cause for legal arrest.

. Disposition of other charges.

. Time element.
First contact, and
Finding of weapon.

. Location of defendant when arrested.

. Whether felony C. P. W.:
Numbers of any license issued by the state for the sale of alcoholic beverages;
Name of Licensee;
Name of person in charge of the establishment where arrest was made;
Correct address of establishment.

. Description of how the defendant was dressed.

. Physical description.

. Res Gestae statements.

II. Part 2 (5 minutes)

A. Purpose: To identify the factors to be included in the narrative portion of the C. P. W. arrest report concerning the elements of search.

B. Discussion Question: What are the elements of search in a C. P. W. case that need to be written in the arrest report narrative?

- Why the defendant or his immediate surroundings was searched.
- Who searched the defendant or his immediate surroundings.
- The exact location and description of where the weapon was found.
- Who found and witnessed the finding of the weapon.

III. Part 3 (5) minutes

A. Purpose: To identify the factors to be included in the narrative portion of the C. P. W. arrest report concerning the elements of confinement.

B. Discussion Question: What are the elements of confinement in a C. P. W. case that need to be written in the arrest report narrative?

- List transporting officers.
- Place of confinement (jail, hospital . . .)
- Where evidence placed.
- Name of officer making disposition of evidence.
- Correct property tag number.

IV. Part 4 (5 minutes)

A. Purpose: To identify the factors to be included in the narrative portion of the C. P. W. arrest report concerning the description of the weapon.

B. Discussion Question: What are the factors that should be listed in the narrative portion of the C. P. W. arrest report concerning the description of the weapon?

All facts necessary for a complete and accurate description that cannot be included in the space provided for description of property.

- Description should include working condition of weapon.
- All identifying numbers and brand names should be listed.
- All accompanying parts should be listed, such as extra shells, clips, holster, sheath, belt, and the quantity of such.

VITA

VITA

The author was born in Chicago, Illinois on July 31, 1933. His parents moved to Texas in 1939, and he was educated in the public schools of Dallas, Texas. After graduation from high school he worked as a draftsman, and in 1953 was inducted into the armed forces. He received an honorable discharge from the U. S. Army in 1955, and began his law enforcement career that same year with the Dallas Police Department.

During his first years of law enforcement service he worked in the Patrol and Traffic Divisions. In 1959 he was assigned to the Criminal Investigation Division, and in 1961 was promoted to the rank of Detective.

In 1964 he enrolled at the University of Texas at Arlington, first as a pre-law student and later as a government major. He received a Bachelor of Arts degree in Government from that institution in May of 1968.

He was appointed to the rank of Sergeant in 1968, and assigned to the Advanced Training Section of the Dallas Police Department's Training Division. He is presently working in that capacity on departmental advanced, specialized and roll call training programs.